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SUMMARY RECORD

OF

FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE

ON

COMMUNITY PROJECTS

HELD AT NAINITAL

(5th to 7th May, 1956)

562

Issued by

MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA
December, 1956

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OFFICE OF THE PRINCIPAL BASIC AGRICULTURAL TRAINING SCHOOL
KOVILPATTI.
DATE..........

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MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA
December, 1956

PREFACE

The Fifth Development Commissioners' Conference was held at the Nainital Club, Nainital (U. P.) from 5th to 8th May 1956.

The Conference began at 10 A. M. on 5th May, 1956, with an inaugura address by the Chief Minister, U. P. in the Chair. The Prime Minister's message to the Conference was read by Shri S. N. Mishra, Deputy Union Minister for Planning. A review of the programme since the last conference was given by Shri S. K. Dey, Minister of Community Development. Thereafter, the Conference broke into Sub-Committees to consider the various items on the Agenda. Following the usual practice adopted at such Conferences, the recommendations made by the Sub-Committees were considered at the Plenary Sessions and are embodied in the "Main Recommendations and Conclusions" of the Conference. The Conference came to an end in the afternoon of 7th May, 1956 with a concluding speech by the Minister of Community Development and a vote of thanks to the Chair. A sight-seeing trips to Ranikhet and Mukteswar were arranged by the Government of U. P. on 8th and 9th May, 1956 respectively.

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PART I

LIST OF DELEGATES WHO ATTENDED THE FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE AT NANITAL FROM THE 5TH TO 8TH MAY, 1956.

Chairman

1. Shri Sampurnanand,
   Chief Minister, U.P.

CD390

Planning Commission

2. Shri Y. N. Sukhthanka, I.C.S., Secretary.
3. Shri Nawab Singh, Adviser.
4. Shri B. R. Tanden, Adviser.
5. Shri Raghavan N. Iyer,
   Senior R.O.,
   Planning Commission,
   New Delhi.

Evaluation

6. Dr. V. Nath, Director, P.E.O.
7. Shri J. N. Tewari, Deputy Director, (Statistics)

REPRESENTATIVES OF CENTRAL MINISTRIES

Ministry of Commerce and Industry

8. Shri P. Govindan Nair, Joint Secretary.

Ministry of Communications.

9. Shri Sa-Tagopan, Meteorologist, Meteorological Department.

Ministry of Food and Agricultuer

10. Shri M. S. Randhawa, Vice President, I.C.A.R.
11. Shri S. C. Roy, Agricultural Extension Commissioner.
12. Shri S. K. Mirchandani.
13. Shri M. P. Singh.
14. Shri P. N. Nanda, Animal Husbandry Commissioner, I.C.A.R.
15. Shri P. U. Oza, Officer on Special Duty (Publicity)

Ministry of Finance

16. Shri R. Ramaswami, Under Secretary.
17. Prof. H. Ghosh, Chief Director, National Sample Survey.
18. Shri V. R. Rao, Dy. Director, N.S.S.

19. Shri K. S. Malhotra,
National Savings Commissioner,
Railway Board Buildings,
Simla.

Cabinet Secretariat

20. Shri S. Subramanin,
Jt. Director, C.S.O.

Ministry of Home Affairs

21. Shri K. Radhakrishnan, I.C.S.,
Principal, I.A.S. Trg. School.
22. Shri Maheswari.

Ministry of Information and Broadcasting

23. Shri P. M. Lad, Secretary.
24. Shri K. Rama Rao, Adviser, F.Y.P.B.
25. Shri D. R. Khanna, Under Secretary.
26. Shri K. A. Iyer, Under Secretary.
27. Shri T. R. V. Chari, P.I.O.
28. Shri U. S. Mohan Rao, Dy. Director, Publication Division.
29. Shri L. R. Nair, Director of Advertising and Visual Publicity.

Ministry of Transport.

30. Shri A. J. D. Coster.

Ministry of W. H. & S.

31. Shri H. D. Nargolwala, Adviser on Housing.

Ministry of Production

32. Shri Jhaverbhai Patel.

C. W. & P. C.

33. Shri P. R. Ahuja, Suprintendent Engineer.

All India Handloom Board

34. Shri R. Srinivasan.
35. Shri P. L. Kapadia.

All India Handloom Board

36. Shri P. Sabanyagam I.C.S.,
Dy. Textile Commissioner (Handlooms),
All India Handloom Board,
98 Mewbray's Road,
Madras-18.

37. Shri Manik Bhat, Asstt. Development Officer.

C. P. A.

38. Shri U. L. Goswami, I.C.S., Secretary.
39. Shri R. Jagannathan, Dy. Secretary.
40. Shri A. Mobin, I.A.S., Dy. Secretary.
41. Shri G. F. Mankodi, I.A.S., Dy. Secretary.
42. Shri M. R. Thadani, Director (S & A)
43. Dr. J. S. Patel, Adviser, Agriculture.
44. Col. Barket Narain, Adv. (Health)
45. D. P. M. N. Naide, (Animal Husbandry)
46. Shri S. N. Bhattacharyya, Dy. Director (PR)
47. Dr. S. Dhar, P.P.O.
48. Shri D. S. Sinha, C.P.O. (I)
49. Shri D. R. Bhatia, Under Secretary.
50. Shri P. M. Mathai, O.S.D. (CI & C)
51. Shri Ibne Ali, Asstt. Adviser (Agri.)
52. Shri A. R. Deshpande, S.O. (S.E.)
53. Shri Y. P. Rajput, Reserch Officer.
54. Shri S. N. Tamhane, Director,
S.E.O. Training Centre, Nilokheri.

Handicrafts

55. Shri T. A. Koshy,
Hony. Director,
Social Education Organisers'
Training Centre,
P.O. Agricultural Institute,
Allahabad.

56. Shri A. R. Wadia,
Hony. Director,
Social Education Organisers'
Training Centre,
Nilokheri.

57. Shri Sugata Das Gupta,
Asstt. Director,
Social Education Organisers'
Training Centre,
Sriniketan P.O.
Birbhum Distt. (W. Bengal)

58. Swami Vimuktanandaji,
Social Education Organisers,
Training Centre,
the Rams Krishana Mission, Saradapith,
Bellur Math, Distt. Howrah (W. Bengal)

Others

59. Shri R. C. Ryan,
Agricultural Credit Department,
Reserve Bank, Bombay.

60. Shri Shriman Narayan, General Secretary,
All India Congress Committee Jantar Mantar, Road,
New Delhi.

DEVELOPMENT COMMISSIONERS AND OTHERS

Andhra

61. Shri G. Simhadri,
Deputy Development Commissioner,
Government of Andhra,
Planning and Development Department,
Kurnool.

62. Shri G. S. Babu,
Progress Officer,
Government of Andhra,
Planning and Development Department,
Kurnool.

Assam

63. Shri K. Balachandran, I.C.S.,
Deputy Development Commissioner,
(Community Projects) and Ex-Officio
Secretary to Government of Assam,
Development (C.P.) Department,
Shillong.

64. Shri I. P. Chowdhury,
Director of Information and Publicity,
Shillong.

Bihar

65. Shri R. S. Pande, I.A.S.,
Joint Development Commissioner,
Government of Bihar,
Patna.

66. Shri R. B. Lal,
Director of Public Relations,
Office of the Development Commissioner,
Government of Bihar,
Patna.

67. Shri U. N. Rai,
Assistant Development Commissioner,
Government of Bihar,
Patna.

68. Shri P. N. Basu,
Accounts Officer,
Community Projects,
Office of the Development Commissioner,
Patna.

Punjab

69. Shri E. N. Mangat Rai, I.C.S.,
Planning and Development Commissioner,
Planning Department,
Government of Pnnjab,
Chandigarh.

70. Prof. D. C. Verma,
Director, Public Relations,
Punjab,
Chandigarh.

71. Shri N. N. Kashyap,
Finance Secretary to Government of India,
Chandigarh.

Orissa

72. Shri B. Mukerji, I.C.S.,
Development Commissioner,
Development Department,
Government of Orissa,
Bhuvaneswar.

73. Shri A. Parkash, I.A.S.,
Director, C.P. and N.E.S.,
Development Department,
Government of Orissa,
Bhuvaneswar.

74. Shri S. C. Ghosh,
Public Relations Officer,
Assam.

West Bengal

75. Shri H. Banerjee, I.C.S.,
Development Commissioner and
Ex-officio Secretary to the Government of West Bengal,
Development Department,
Calcutta.

76. Shri H. Das Gupta,
Assistant Secretary,
Development Department,
Government of West Bengal,
Raj Bhavan,
Calcutta.

77. Shri S. K. Banerji, I.A.S.,
Deputy Development Commissioner,
and Ex-officio Deputy Secretary,
Development Department,
Government of W. Bengal,
Raj Bhavan,
Calcutta.

78. Shri T. N. Bhattacharyya,
Finance Adviser,
Development Department and
Ex-officio Deputy Secretary,
Finance Department,
Government of West Bengal,
Calcutta.

79. Shri S. T. Banerjee,
Special Officer,
Community Development Projects,
Ex-officio Asstt. Secretary,
Development Department,
Government of W. Bengal,
Raj Bhavan,
Calcutta.

80. Shri Bandopadhyay,
Chief Engineer,
Construction Board,
West Bengal, Calcutta.

81. Shri C. C. Bose,
Asstt. Development Commissioner an
Ex-officio Asstt. Secretary,
Development Department,

Government of West Bengal,
Raj Bhavan,
Calcutta.

82. Shri A. K. Phani,
Asstt. Dev. Commissioner,
Calcutta.

83. Shri Ajit Gupta,
Asstt. Director of Publicity,
Calcutta.

84. Shri I. S. Parihar,
Director of Information and Publication.
Calcutta.

Madhya Pradesh

85. Shri S. P. Mushran, I.A.S.,
Development Commissioner,
Government of Madhya Pradesh,
Planning and Development Department,
Nagpur.

86. Shri T. C. A. Srinivasa Vardan, I.A.S.,
Deputy Development Commissioner,
Government of Madhya Pradesh,
Planning and Development Department,
Nagpur.

87. Shri P. K. Dave, I.A.S.,
Additional Development Commissioner,
Government of Madhya Pradesh,
Planning and Development Department,
Nagpur.

Madras

88. Shri N. E. S. Raghavachari, I.C.S.,
Additional Development Commissioner,
Government of Madras,
Public Department,
Fort St. George,
Madras-9.

89. Shri Venkatachalpathi,
Joint Developmenr Commissioner,
Government of Madras,
Public Department,
Fort St. George,
Madras-9.

90. Shri Lakshmirattan Bharathi,
Asstt. Development Commissioner,
Government House Estate,
Mount Road,
Madras-2.

91. Shri K. Diraviam,
Director of Information and Publicity,
Madras.

Uttar Pradesh

92. Shri Govind Narain, I.C.S.,
Development Commissioner,
Uttar Pradesh,
Planning Department,
Lucknow.

93. Shri S. Dikshit,
Additional Development Commissioner,
Uttar Pradesh,
Planning Department,
Lucknow.

Bombay

94. Shri S. P. Mohite, I.A.S.,
Joint Secretary and Additional Development
Commissioner, Government of Bombay,
Political and Services Department.

95. Shri M. H. Shah,
Director of Publicity.

96. Shri H. K. L. Kapoor,
Deputy Development Commissioner,
Deputy Secretary to the Government of Bombay,
Political and Services Department,
Bombay.

PEPSU

97. Shri R. S. Randhawa, I.A.S., Bar-at-law,
Development Commissioner and
Secretary to the Government of PEPSU,
Development (C.P.) Department,
Patiala.

98. Shri Vidya Sagar,
Information Officer,

99. Shri Amrik Singh Cheema,
Director, N.E.S.
Development (C.P.) Department,
Patiala.

Madhya Bharat

100. Shri P. S. Bapna, I.A.S.,
Development Commissioner,
Government of Madhya Bharat,
Moti Mahal,
Gwalior.

101. Shri A. M. Shastri,
Director of Information.

Mysore

102. Shri Tipperudriah, I.A.S.,
Development Commissioner,
for Community Projects and N.E.S.,
Government of Mysore,
Seshadri Road,
Bangalore—1.

103. Shri D. R. Ramaya,
Deputy Information Officer.

104. Shri G. V. K. Rao, I.A.S.,
Deputy Commissioner and
Deputy Development Commissioner,
Government of Mysore,
Seshadri Road,
Bangalore—1.

Saurashtra

105. Shri J. G. Shah, I.A.S.,
Development Commissioner,
Government of Saurashtra,
Rajkot.

106. Shri R. B. Shukla,
Director of Information and Publicity,
Rajkot.

Travancore-Cochin

107. Shri M. Abdussulam, I.A.S.,
Additional Development Commissioner,
Development Department,
Government of Travancore-Cochin,
Trivandrum.

108. Shri Sampat Mal Bhandari, I.A.S.,
Registrar, Co-operative Societies,
Rajasthan,
Jaipur.

109. Shri A. K. Roy, I.A.S.,
Director of Industries and Commerce,
Rajasthan,
Jaipur.

110. Shri L. K. Verma,
Chief Statistical Officer,
Rajasthan,
Jaipur.

111. Shri R. S. Bhatt,
Director of Public Relations,
Rajasthan,
Jaipur.

112. Shri V. D. Sharma, I.A.S.,
Director of Development,
Rajasthan,
Jaipur.

113. Shri K. L. Baraya, I.A.S.,
Joint Director, Development,
Rajasthan,
Jaipur.

114. Shri R. S. Chauhan, R.A.S.,
Director of Social Welfare,
Rajasthan,
Jaipur.

115. Shri P. L. Parikh,
Director of Public Relations,
Rajasthan,
Jaipur.

Hyderabad

116. Shri K. Kashipathi,
Special Officer,
Mass Communication,
Hyderabad.

117. Shri N. K. Guruswamy,
Director, C. P.
(Planning and Development Department)

Government of Hyderabad,
Civil Service House,
Somajguda,
Hyderabad.

Ajmer

118. Shri A. Sen, I.A.S.,
Chief Secretary and Ex-officio
Development Commissioner,
Government of Ajmer,
Development Department,
Ajmer.

119. Shri A. P. Diwan,
Deputy Development Commissioner,
Government of Ajmer,
Development Department,
Ajmer.

Delhi

120. Dr. J. C. Ramchandani,
Secretary (Development) to Delhi
Government and Development Commissioner,
Old Secretariat,
Delhi.

121. Shri Ram Lal Verma,
Director Public Relations,
Delhi.

122. Shri H. S. Lathur,
Asstt. Development Commissioner,
Delhi.

Coorg

123. Shri M. N. Gundu Rao,
Development Commissioner,
Community Projects,
Government of Coorg,
Mercara.

Himachal Pradesh

124. Shri A. B. Malik, I.A.S.,
Development Commissioner,
Planning and Development Department,
Government of Himachal Pradesh,
Simla.

125. Shri K. N. Channa, I.A.S.,
Chief Secretary to the
Government of Himachal Pradesh,
Simla.

126. Shri T. S. Negi,
Deputy Development Commissioner,
Government of Himachal Pradesh,
Planning and Development Department,
Simla.

Vindhya Pradesh

127. Shri T. N. Bahel, I.A.S.,
Secretary and Development Commissioner,
Planning Department,
Government of Vindhya Pradesh,
Rewa.

128. Shri M. P. Singh,
Assistant Development Commissioner,
Planning Department,
Government of Vindhya Pradesh,
Rewa.

Manipur

129. Shri V. S. Sundaram,
Development Commissioner,
Government of Manipur,
Imphal.

130. Shri Krishna Mohan Singh,
Adviser, Community Project,
Manipur.

Tripura

131. Shri G. H. Adirajaiya,
Development Commissioner,
Government of Tripura,
Home (Planning) Department,
Agartala.

N. E. F. A.

132. Shri K. D. Menon,
Assistant Political Officer II,
Incharge, CP Section,
N.E.F.A. Secretariat,
Shillong.

Jammu and Kashmir

133. Major Piar Singh,
Development Commissioner,
Government of Jammu and Kashmir,
C.P. and N.E.S. Secretariat,
Jammu.

Pondicherry

134. Shri Kewal Singh, I.P.S.,
Chief Commissioner,
Pondicherry.

135. Shri C. S. Seshadri, I.A.S.,
Development Secretary,
Cabinet Du Haut Commissiare,
Pondicherry.

Bhopal

136. Col. B. M. Vencoba Rao,
Development Commissioner,
Government of Bhopal,
Development Department,
Bhopal.

Dr. R. V. Ramakrishna,
Planning Officer,
Government of Bhopal,
Development Department,
Bhopal.

138. Shri C. Varshneya,
Director of Public Relations,
Ajmer.

Prime Minister's Message

We have many conferences for which Ministers or officials gather together from the four corners of India. Sometimes I have pointed out that perhaps we have too many conferences, but the fact is that it is important for people from the different States to meet together frequently to discuss their common problems. India is a big country, and its problems have both a certain unity and a diversity. It is, therefore, important that all these problems should be viewed in perspective and in the context of India as a whole. Our objective is to encourage a uniform development of India and not to increase the disparities that already exist in various areas.

Among these many conferences, the Conference of Development Commissioners for Community Projects is of special importance. This is so because our Community Projects and National Extension Service have become of the highest importance to us. Conceived originally in a relatively small way, they grew rapidly and became something in the nature of a revolutionary force changing the face of rural India. That itself showed that they answered an urgent need of the time. They have made not only a difference in India and put a new life in the areas where they have functioned, but they have also attracted widespread attention from beyond the borders of India.

The success of these Community Programmes is partly due to the fact that they are not mere imitations of something happening elsewhere, but have grown out of the soil of India, and in line with the needs of today. Therefore, they are realistic and practical, in addition to being idealistic.

We have decided on developing a socialist pattern of society in India, and the Second Five Year Plan provides a foundation for this on which we shall have to build in the future. The Community Development Programme and the National Extension Service should form the essential ingredients of this foundation. To a large extent, these Community Programmes have put new life in the countryside. The time now is for sustained and intensive work. This work must be directed more specially to—

(1) increased production in agriculture, and

(2) growth of village industries, which should progressively be organised as producers' co-peratives.

It must always be remembered that our production from land is exceedingly low, lower almost than that of any other country. All our future progress depends on increasing this production and going far beyond even the mark set for it in the Second Five Year Plan. If other countries, similarly situated, can increase their food production rapidly, there is no reason why we should not do so. This means essentially intensive cultivation, better seeds,

better techniques, fertilisers, etc. It does not mean the introduction of any large scale machinery. In this work, our Gram Sevaks and others should take an important part. Our Development Commissioner must realise that our success in this matter will largely be the measure of our success not only in the Community schemes but in the Second Five Year Plan itself.

The Community Programme should necessarily keep in line with the Village Panchayats and Co operatives. We should develop the people's initiative in all these matters, so that they may rely upon themselves far more than on governmental agencies.

The target set in the Second Five Year Plan for the Community Programme is to cover the entire country. That is a big and worthwhile task, and it will require hard work from everyone. It will require the training of technical personnel. Above all, it will require faith and enthusiasm and the capacity to co-operate.

I send my good wishes to the Development Commissioners' Conference which is being held at Nainital. I hope they will succeed in combining idealism with realism and both with faith and capacity for work before which the biggest tasks become easy to accomplish.

Sd. Jawaharlal Nehru.

New Delhi,
May 3, 1956.

Inaugural address by Dr. Sampurnanand, Chief Minister, Uttar Pradesh

It gives me much pleasure to extend to you a cordial welcome on my own behalf and on behalf of the Government of Uttar Pradesh. The Himalayas have always been a source of inspiration to the people of this country and I have no doubt that your deliberations conducted in the midst of the beautiful scenery and bracing climate of Nanital, under the shadow of the Himalayas, will result in conclusions of lasting benefit to the community.

2. We had all hoped that Shri V.T. Krishnamachari would preside at this Conference. His intimate association with all aspects of planning and his wide experience of administration in many fields would undoubtedly have been a great help to those participating in this session. I share with you the regret which hás been caused by his inability to attend.

3. It is not for me to make any comments about the various items on your heavy agenda. Officers in charge of departmental activities and persons who are actively engaged in the various types of work carried on in the Development Blocks are in a better position to make contributions of value to the work of the Conference. There will have to be a considerable amount of introspection and self-criticism; you will have to carry out an evaluation of your own work before you can chalk out a path for the future. I have seen the Evaluation Report on the working of the Community Projects and NES Blocks which came out barely a week ago. It contains very valuable suggestions but these have necessarily to be of a general nature, because, when we go into details, we perceive the great variety of conditions which exist from State to State and, not infrequently, from Block to Block in the State. The reasons for this difference are numerous. Some are, of course, purely psychological. The amount of interest which a Member of the Government, a departmental officer or even a Gram Sevak takes in his work is very much a matter of personal equation. This also accounts for the difference in emphasis which one cannot fail to observe. There is perceptibly a greater stress on one aspect of developmental activity in one place and on quite a different aspect in another. Added to these purely psychological reasons, are others of a more material nature; the availability of personnel, the social and economic condition of the people concerned and the general standard of education in the locality. These are some of the more important factors. With the passage of time we can hope to bring about a better equalisation in respect of these material elements of the situation but the psychological factor—I am referring not only to the personal likes and dislikes of a particular officer or official, but the general mental make-up of the community at large—will remain. Personally I see no harm in this. It would be unfortunate to try to reduce everything in this country to a dead level of uniformity. Nothing is more calculated to kill the movement spiritually. There is plenty of room for variety in approach and

emphasis for local initiative and leadership within the general framework decided by those whose function it is to lay down policies. Work carried on in slightly different ways in different environments gives a better scope for experiment and research and a consequent evolution of better methods and ideologies.

4. While it is not my purpose to enter into details, I should like to stress one or two points which appear to me to be of great importance. The Evaluation Report says that sufficient thought has not been given so far to arrangements for maintenance of facilities after the project period is over. This is a very important point. After all, the project period will come to an end after a specific number of years. The movement should by then have developed sufficient momentum to carry itself forward. Popular enthusiasm should have been sufficiently aroused and the concrete benefits resulting from the work carried on in the projects should be so prominent as not to admit of any doubt that the work will be continued. But enthusiasm and initiative, however important in themselves, cannot go very far. Physical and psychic energy must be properly canalised. We must begin to look ahead from now and devise suitable methods whereby the type of work we are doing now should become more and more diversified as well as intensified. The people should be prepared to take up more responsibilities in a more efficient manner. As has been rightly observed, the whole thing should become a people's movement but such a movement can be successful only if it is fostered and guided at every step by Government activity. What will have to be done in the post-project period should be visualised from now and attention given to devising proper methods.

5. This leads me to another very important question. We have, at any rate, in Uttar Pradesh, a network of village Panchayats spread all over the State. This has been a revolutionary measure. Quite naturally, the experiment has had its teething troubles but, if the panchayats have not been able to do more work, it is principally because lack of funds has stood in the way. As a very important offshoot of the Gram Panchayat system we have the machinery of the Adalati Panchayats dispensing justice in a large number of cases which would otherwise go to the regular courts with all the expense and delay inseparable from them. There are also the District Boards. Quite obviously, there are certain fields of public service which Gram Panchayats cannot tackle, left to themselves. An efficient health service requires adequate financial resources and employment of expert personnel, which no single Gram Panchayat can afford. Similarly, Education above the purely primary stage lies outside the capacity of a panchayat. All these services and amenities have to be provided to the rural community. So far, the District Boards have had the responsibility for this. At the same time it is a fact that the members of the Panchayats have a more intimate knowledge of the needs of the people then the members of the District Boards who represent large constituencies. It has unfortunately, speaking from

my experience of Uttar Pradesh, not been found possible to demarcate exclusive fields of taxation for District Boards and Panchayats. This will have to be done. At the same time some method will have to be devised for co-ordinating the organisational set-ups of these two classes of local self governing institutions. Then there is the question of the District Planning Council. This body is practically independent of local resources in the matter of funds, because it has at its command money placed at its disposal by the Government. As it has to do the work of co-ordination of various Government departments working in the field, it is natural for it to have a strong official representation in its membership. We in Uttar Pradesh have, for some time, been giving thought to the question of establishing suitable relationships between the Panchayats, the District Board and the Development Council. I have no doubt that other States have also been seized of this question. It may be that, as a result, one of the three bodies may have to be abolished. If this happens, the constitution and powers of the co-ordinating body that will remain, whether it is the District Board or the District Planning Council, will have to be considerably changed. This is a very important question and a solution for it must be forthcoming if we wish to avoid chaotic conditions at the close of the project period. It may be that different States will evolve different methods of dealing with the question but the general outline will, it seems to me, have to be more or less the same.

6. This easily leads me to a third important point. Gradually a new pattern of administration is being evolved today. So far, the various departments of Government have been functioning more or less in isolation. The District Magistrate is no doubt some kind of a shadowy link among them. His authority and good offices are always available when any department is faced with difficulty but, with the growth of constructive activities, the development departments have become more and more self-sufficient and the officers representing them at the district level have grown more and more independent of the District Magistrate. There is no cause of complaint in this. In a Welfare State, officers representing development department should naturally occupy a position of great importance in the body-politic, but this makes the need for co-ordination all the greater. Without carrying the analogy too far, a Community can be compared to the human body. It is something of an organic whole and the various aspects of communal life cannot be studied or fostered in isolation. The Central or the State Government run on Cabinet lines, co-ordinates all governmental activities. There must be a similar arrangement for co-ordination at the district level. Development projects have today brought almost all important administrative departments on the same platform; the same person represents several departments of the Government at the village level. We should begin to think from now on of the structure of our future administrative machinery, profiting from the experience gained in the administration of the NES and Development Blocks. We have to devise a machinery

which, while co-ordinating departmental activities and keeping before all departments the picture of a complete organic whole in whose service all departmental efforts have to be dovetailed, should be sufficiently elastic to suit to his own sphere of work. It is necessary that research should be carried out on this important subject and a plan for future administration drawn up which can be gradually introduced in such a way as not to disturb our present administrative set-up. I stressed the need for such a research at a meeting of the Development Officers of this State held in Lucknow about a month ago. It is a matter for gratification that the Draft Second Five Year Plan which has been published recently also visualises the need for such a study.

7. One of the items of your programme is the study of the role of a Gram Sevak. This is an important subject. This humble official is really the key-point of the whole scheme. Everything depends upon his devotion to duty, knowledge and personality. It is unfortunate that the type of education we have had in the past put up a great barrier between the educated classes and the masses with the result that, not to speak of the graduate, even the person who has received education at a good secondary school did not feel himself at home among the common people. Their enjoyments and festivals, their ways of living, were alien to him. As a Government servant he might be forced to cultivate close relations with them but it was difficult for him to conquer entirely his feelings of superiority. This state of affairs is gradually passing away but the emoluments which we can afford to pay to a Gram Sevak are not high enough to attract fairly educated men. My own feeling is that the higher the standard of education of a Gram Sevak, provided of course that he is able to attune himself to his surroundings, the more serviceable he can be. His higher intellectual attainments should enable him to form a better picture of the future and thus enable him to provide a better guidance. However, things being what they are, we have to make the best of what we can afford. The objection has recently been raised in high quarters that the Gram Sevak has not been paying that attention to Agriculture which he should, with the result that development blocks as such have not played any prominent part in increasing agricultural production. The complaint is that the Gram Sevak is devoting much of his attention to providing 'social amenities'. There is perhaps some truth in the complaint. In the first place, work in the sphere of amenities is easier and its success or otherwise cannot be judged by tangible results. Moreover it is worth considering if a man who is to take charge of all the multifarious activities which the existence of a Development Block implies can find the necessary time or possess the necessary technical knowledge to guide farmers to make a better utilization of their available resources in land and money. after all the Indian farmer knows his business. He has inherited, even if he has never been to a school, a large fund of valuable agricultural knowledge and skill and he is as anxious as anybody else to improve his agricultural condition. He knows the value of irrigation, improved seeds and good manure. Unless the

Gram Sevak possesses technical skill of a fairly high order, any advice which he may tender will be mere commonplace and, quite naturally, no value will be attached to it. But, if he is to be an agricultural expert, it will probably not be possible for him to be much else. This is an important question to which I hope you will be able to provide a suitable answer.

8. In passing I should like to make a reference to finances. All-round development implies the provision of large funds which we cannot afford. It is, therefore, of the utmost importance to make the best use of every pie we possess. Of course, there are limits to the extent to which a pie can go. For instance, at the September meeting of the National Development Council it was decided that the total area in every State should be covered by NES Blocks of which 40 per cent should be CD Blocks. The money allotted to Uttar Pradesh for this purpose is 26 crores, but simple arithmetic shows that the thing cannot be done in less than 46 crores. There will have to be a drastic cutting down of the programme somewhere. I can only hope that whatever we shall attempt we shall accomplish well.

9. Gentlemen, I shall not detain you any longer. I hope your stay in Nainital will be pleasant to yourselves and profitable to the country. The task that we have undertaken is a big one. May God give us the strength to rise to the full height of our responsibilities. We have the unique opportunity of reconstructing and reshaping the whole life of a great nation. Our labours have already begun to bear fruit. Anyone who will look dispassionately at the scene will see for himself the change that is rapidly coming over the countryside. I have no doubt that we shall succeed in raising the standard of life of the people at large and adding to their moral and spiritual stature. When we first took up this task we had practically nothing to guide us but our own enthusiasm. Our resources were not adequate and there were no precedents to go by but the results which have been achieved so far are highly encouraging. There is every reason to trust that we shall, through our service, mould the Indian people into a nation worthy of its noble traditions and its ancient culture. Let me wish all success to your deliberations.

Remarks by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.

I

I am happy to have this opportunity of meeting the Development Commissioners once again. These annual meetings are most valuable. They afford opportunities to all of us to discuss our achievements and failures and benefit by the experience gained all over the country. More than this, they serve to fortify our faith in the basic principles of the movement, which are apt to be lost sight of in the everyday problems arising in the implementation of particular programme.

2. We talk of the National Extension 'movement' of which the Community Projects form an integral part. This is a 'movement' only in the sense that, when it was introduced it marked a radical departure from the outlook prevalent at the time, and gave expression to a revolutionary concept. But, it really is the normal pattern of the Welfare State—an integral part of our thinking and of our administrative set-up. This should be borne in mind from the outset and at all stages of the 'movement'.

3. There are four stages in the spread of the Service :

(i) The pre-extension stage. During this stage, local development programmes including local boards programmes should be organised as to prepare the people for the National Extension Service. These programmes should be prepared in consultation with the people and should be regarded as *their* programmes for which they make a contribution in the form of labour and/or money. This is the stage of preparation.

(ii) The next stage is when the National Extension Service is introduced in an area.

(iii) The period of intensive development, known as the Community Project Programme for three or four years, follows as the third stage.

(iv) After the Community Project stage the area reverts as a National Extension Block. This will be the permanent structure.

It is necessary that the continuity of these stages and their unity of purpose should be seen and felt at all times by the administration as well as by the people. Rural improvement should be recognised as a single, permanent process which is co-extensive with the whole range of rural life and the concern of every branch of administration reaching down to the district and the village. The continuity and unity of the 'movement' can be ensured in practice only if the basic principles are always borne in mind.

II

Basic Principles

4. The basic principles of the National Extension Service are as follows :—

(i) The N. E. S. seeks to embody the efforts of the nation to build up a new life for itself and to create a new pattern of society in which there whould be a fuller and richer life for all. In countries like India, there can be no ecnomic growth on a large scale without far-reaching social change. A radical and enduring change in individual attitudes and social policies concerning the problem of rural poverty must be achieved by constructive action within the framework of a democratic Constitution and a socialist Plan. Seventy million families living in the villages must be made aware of the productive possibilities of scientific agriculture and of their own capacity to act together as groups and communities. This is essentially a human problem. In this pattern of society every family has the obligation, together with the opportunity, to work intelligently for the welfare of the village as a whole. There will be equality of opportunity and equal respect for all types of work which are socially useful.

(ii) The motive for improvement should come from the people themselves. Self-help is at the root of all reform, the State merely assisting with supplies and services and credit. The co-operative principle should be applied, in its infinitely verying forms, for solving the problems of rural life. Rural extension is a programme of aided self-help. It should be a people's movement at all levels with the minimum of direct Government participation. The vast unutilised energy and dynamism lying dormant in the countryside should be harnessed for constructive work, every family devoting its time not only for carrying its own programmes but also for the benefit of the country. The women and the youth of the village should participate actively in the promotion of community effort.

All aspects of rural life should be considered, and inter-related programmes of improvement should be comprehensive in content, though there might be emphasis on special sides of it. There is need for an integrated approach, embracing all the elements involved in the economic and social aspects of the Indian rural problem. No lasting results can be achieved if invidual aspects of it are dealt with in isolation. This is the lesson to be derived from the experience of States and private agencies engaged in village development. The need for an integrated approach does not mean that particular problems should not be given prominence but that these plans should be co-ordinated with those for achieving the wider aims. The choice of individual programmes and their priorities should, of course, vary from area

to area, depending on local conditions and the felt needs of the people. Hence the supreme importance of village planning and active popular participation in the National Extension Service.

(iii) The entire machinery of the Central and State Governments should be reorganised and equipped for the responsibilities devolving on them under the new conception of the function of administration in a Welfare State. The administration, at all levels, must become an agency for rural reconstruction, an "extension" or rural welfare agency which will extend knowledge and every possible assistance to the millions in the countryside. This means a change of outlook as well as a change of form.

A change of outlook must mark the relations between the officials and common people as well as the relation between the various officials themselves. The feeling among the people should be one of confidence in the administration. The entire development staff must work as a single team towards a common and inspiring goal. In the orientation and training programmes for rural development workers great emphasis must continue to be laid on the need for a healthy team spirit.

A change of form is necessary in that the resources of all the Development departments of Government should be utilised to the maximum advantage for planned and concerted attack on the problem of rural development. Under our federal Constitution activities relating to rural development are almost entirely within the competence of States. The National Extension Service has thus to be integrated properly with State administration. It is necessary that State Government should see that all development expenditure in which people have to play a part—large and medium irrigation projects, soil conservation, consolidation of holdings, the construction of community workshops, social education, etc.,—are incurred through the National Extension Services as a common agency. In this way the scope of the National Extension Service could be extended in different directions, thus securing both economy and efficiency in developmental planning and administration.

(iv) The National Extension Service aims at the closest co-operation with the best non-official leadership at every stage. In essence the National Extension Service Organisation is both official and non-official. Both have to work together. Development programmes are drawn up after the fullest discussion with the people and their representatives at various levels. At the village level, the legally constituted panchayat must always be utilised in the planning as well as in the implementation of the programme. In areas where such panchayats do not exist, they shohld be brought into existence speedily.

Besides the strengthening of the village panchayat, the possibility of expanding the development activities of district Boards with District Collectors

as executive officers must now be explored. The District will occupy an even more crucial place than at present in the administrative organisation, particularly under a decentralised national economy. It would become necessary, therefore, to unify development activities at the district level and to strengthen the district boards. As extension work proceeds the structure and functions of district and sub-district boards are bound to change. It may be found useful to extend their activities so as to cover all development aspects of rural life. To begin with, however, the arrangements should not be rigid. They should be elastic and changes should be made in them as experience shows them to be necessary. This was recommended in the Grow More Food Enquiry Committee Report. It is now time to consider further co-ordination at the district level between official and non-official bodies as the next stage in the integration of the National Extension Service with the administration of the country.

The preliminary stage is still of the utmost importance. The village panchayat must take root throughout the rural sector and function as the major instrument of rural reconstruction. It is only through such an organisation that it is possible to pool local resources for the maximum benefit of the whole community.

III

Programmes of Development

5. The basic principles of the National Extension Service, which reflect the continuity of the movement, are realized through carefully organised programmes. These programmes of development give substance to the community approach. Broadly, the programmes fall into two categories :

(i) What may be called permanent or long-term programmes for the village as a whole, and

(ii) annual programmes for every family for increased production and employment.

6. Under the first head, the utmost importance should be attached to the close integration of the National Extension Service with agencies for carrying out a comprehensive land reform policy. The National Extension Service should assist in the implementation of land reform legislation. It should be in a position to advise tenants of their rights. Land reform measures—regulation of rents, conditions of tenancy, minimum wages, etc.,—cannot become effective unless the smaller landholders and tenants are actively assisted to take advantage of them by the grant of long-term loans for the purchase of rights and for adopting scientific methods of cultivation and improving their lands permanently.

The significance of land reform, "the most important social change now taking place in the world", has been recently brought out by Dr. Doreen Warriner in her *Land Reform and Economic Development* (Cairo 1955). She says :

"Land reform, in the traditional and accepted sense of the term, means the redistribution of poverty in land for the benefit of small farmers and agricultural workers. There is also a wider definition now in use, in which 'land reform' is understood to mean any improvement in agricultural economic institutions..............The object of using this broader definition is to widen the conception of reform policy, in order to emphasise that Governments which undertake reform measures should not confine their policies only to the redistribution of land, but should also undertake many other things—the regulation of rents, conditions of tenancy, and farm wages, the improvement of farm credit systems, methods of land taxation, co-operative organisation, agricultural education and so on."

Secondly, attention must be paid to the consolidation of holdings. A block should be taken up as the larger unit of which a village or a group of villages would be sub-units. In regard to the entire block there should first be an alignment of the road system needed (i) to connect the area with the main roads or important railway stations and (ii) the interior paths connecting each village with the roads under (i). The lands needed for both sets of roads should be given by the villages as part of the consolidation work, and similarly, lands for village schools and middle or high schools, dispensaries, etc., existing and needed in the future, are set apart as part of the process. The advantage of combining consolidation work with this kind of road and institutional planning is that the contributions will be made in proportion to the total area held by each individual, i. e., in proportion to the property owned.

In general, effective arrangements for land management will be an important factor in increasing agricultural production and conserving the national resources of the country. The extension workers and agencies should see that all cultivators are under an obligation to maintain reasonable minimum standards of efficient production and to preserve and develop the fertility of the soil, to bring cultivable wastelands under cultivation within a resonable period, to carry out measures relating to levelling, bunding and fencing, maintenance of irrigation of channels, eradiction of weeds and terracing of fields and so on.

Thirdly, improvement of irrigation facilities and contour-bunding in dry areas should be systematically attempted with popular participation on the largest possible scale. Wherever there are irrigation projects, the beneficiaries should undertake responsibility for payment of a betterment contribution; should have the canals excavated according to a scheduled programme by

their own labour without the intervention of contractors; and should take all steps needed to bring the lands under irrigation as soon as water becomes available. In other words, the extension staff should see that the best results are obtained from the projects within the shortest possible time.

Fourthly, the National Extension Service should bring about the closest integration of rural with urban life, so that the two economies may supplement one another. On the one hand, rural life in extension blocks should be organised to meet the needs of the neighbouring towns, production of fruits and vegetables, milk and dairy supplies, eggs and poultry, etc., and on the other, there should be systematic marketing arrangements for these in adjoining urban areas. There should also be the co-ordination of roads, electrical and other systems. With the development of power resources and of communications and the growth of basic industries, the scope for establishing urban-cum-rural centres will steadily increase and as the economy develops, this programme will gain in importance. The National Extension Service can help in guiding the surplus labour to take proper advantage of the wider processes of rural-cum urban development.

7. The second category of programme is for the benefit of every family in the villages. Under this head the most important is increased employment and increased production. Every family should have an annual plan for the adoption of scientific agriculture and the evolution of a diversified economy for which it should be assisted. Extension workers should help the farmers locally—usually in small groups—with their individual problems of production and distribution by interpreting the results of research and drawing attention to immediate and practical possibilities of improvement. There should also be programmes for subsidiary occupations in the form of cottage and small-scale industries based on careful surveys. Practically every family should have an additional occupation from wnich it can derive supplemental income. This may be kitchen-gardening, spinning, weaving, poultry-farming, keeping of milchcattle, eri-silk, bee-keeping or any other that may be found suitable.

Secondly, the National Extension Service must help to organise the community for co-operative endeavour. The aim should be to see that there is at least one multi-purpose society in every village or group of villages on which practically every family is represented. The scope for the application of the co-operative principle is unlimited. In the initial stages credit should be furnished to cultivators who could be relied upon to make efforts towards increased production. In other words, the emphasis will have to be on the credit-worthy uses rather than-credit worthy persons. Families which are not in a position to satisfy the tests for credit-worthiness usually adopted should be enabled by loans in kind—good seeds, fertilisers, etc.,—to improve their financial position in such a manner that in two to five years they might become eligible

in their own right to become members of the co-operative societies. The co-operative society is intended to help those who can be expected to return loans but do not have the sort of security which an ordinary bank will accept. The village council should advance loans in kind, watch the use of each loan for the purpose for which it is given, recover the loans with interest and also a portion of the share capital for membership of the society at the time of harvest and in other ways, enable the smaller people to improve their condition. It is only in this way that the National Extension and Community Projects movement can benefit the 60 to 70 per cent of the rural families which are at present unable to take advantage of the facilities provided by the co-operative movement.

The size of the co-operative society has to vary according to local conditions. When determining the size of the primary society, three considerations must be borne in mind : (i) it should be large enough to be a viable unit and to be able to provide a competent board of management, (ii) at the same time, the board of management should be in a position to keep in touch with individual families and undertake their rehabilitation in the manner indicated above, (iii) the society should be able to assist in the consolidation of holdings and other programmes referred to for community project areas.

If strong primary units exist at the base, effective organisations can also be built at higher levels. The fields which are specially appropriate for the co-operative methods of organisation are, besides agricultural credit, marketing and processing, aspects of production in rural areas, consumers' co-operative stores, co-operatives of artisans and construction co-operative. New activities should be co-operatively organised and by stages existing activities should be taken over.

Co-operative land management is specially important; it should help in developing the land and resources of the village and creating new employment opportunities. In co-operative land management, as in the development of co-operative credit and marketing institution, the training of personnel is of the highest importance. Also, agricultural holdings which are smaller in size than the basic holdings, should receive special attention in regard to the development of co-operation in farm management and all other activities.

Thirdly, the National Extension Service must see that every family contributes its own share of labour or money or both for common works—roads, tanks, school and hospital buildings, village plantations—and for their maintenance.

Lastly, the women and the youth of the village should be specially brought into the movement and taught to take their place fully in it. Particular attention should be given to organising educational and welfare work among women in the villages and to the formation of youth camps and squads

exports can be increased substantially. What I have in mind is an increase of about 40 per cent in agricultural production by the end of the Plan and a price level of, say, Rs 10 to Rs. 11 per maund of wheat. The agriculturist stands to gain if production increases by 40 per cent and prices decline by 20 per cent. His terms of trade should of course be safeguarded so that his net return is not allowed to diminish. For this, adequate amounts of short-term finance should be assured. Short term loans are over and above the allocations in the Plan. It has been suggested in the Draft Plan that each district and in particular, each National Extension and Community Project should have a carefully worked out agricultural Plan. Within this framework, it is necessary to bring every family into the movement for increased production and to get every village to make its own plan and set up for itself certain standards of performance. Similarly, programmes for expanding the co-operative movement, for setting up and assisting household and small-scale industries, etc., should also be prepared.

(ii) Every effort must also be made to get each family in the nation to make its contribution to the small savings movement and to feel that it has a stake in the success of the Plan. If political democracy is to be effective and the pattern of a socialist society is to be evolved, the country should depend for its economic progress not only on the large savings of a few but also, and more significantly, on the small saving of the many. There is no doubt that the country has the resources—potientially at least, but they must be drawn into the productive system. Collections under the small savings scheme have nearly doubled during the First Plan, but they still come largely from urban and semi-urbon areas and from the more well-to-do persons in the rural areas. The small savings target of Rs. 500 crores for the Second Plan calls for a doubling of the present rate during the next two years. This brings out the need to mobilise all the resources that can be made available, and at the same time, to exploit every possible new source of savings that arises as development proceeds under the Plan.

In the rural areas, the National Extension Service is the best agency for stimulating savings. This agency is both official and non-official at all levels and is in close and constant touch with every family in the areas to which the movement extends. The National Extension Service should take its full share in carrying the message of small savings to every village and in organising the necessary effort in the rural areas. Where the movement is not yet in operation, a pattern similar to it my be evolved. The classes of People who can be expected to contribute savings may be mentioned. These are :—(i) primary producers—bigger landlords and tenant farmers. (ii) money lenders and village traders, (iii) medium and small cultivators who have benefited from restrictions on rent and whose incomes will increase with the adoption and implementation of measures for increasing productivity efficiency, for supplementary occupations through cottage

industries, etc., and (iv) the village artisans whose earnings will increase under State schemes for the promotion and improvement of small scale industries.

One point is worth special mention. In the Second Five Year Plan for irrigation the emphasis is on medium projects and fairly large numbers of these will be spread all over the country. Efforts must be made to see that labour co-operatives are organised in the areas under these projects for executing the works so that the expenditure incurred may benefit the people concerned and these may become available as savings. Further, the holders of the lands which will benefit by the irrigation should be persuaded not only to pay the betterment contribution but also to save additional amounts wherever possible.

12. Today there is an awakening among the people of India which is already so strong that no one can ignore it. What is necessary is to canalise this new force into constructive channels by extending new knowledge to rural society, and organising the instruments and institutions by means of which the knowledge can be applied for the betterment of village communities. This is the basic requirement of social change and the only way in which technology and tradition can be combined to create a more prosperous and enlightened peasantry.

Gist of the speech of

Shri S. K. Dey

Administrator, Community Projects Administration

Friends and Comrades,

With your indulgence I would like for a few moments to do some random thinking with you before I come down to business.

During these four years since we started the Community Development programme, lots of things have happened. Apart from multi-purpose projects and State enterprises like the Chitranjan Locomotive Factory, Sindri Fertilizer Factory and the Machine Tools Factory there has been something like a ferment in the countryside.

We hear quite a lot of talk about our Programme. Now, should this be a purely agricultural programme ? That is, should we ask the villagers to produce agricultural goods to feed the towns people and the factories and industries and to pay for amenities which the urban people can claim because thay can shout slogans before Parliament, and can paralyse the activities in cities. Or we should do something to give recognition to the fact that 82.5% of India's population has a right to live and that they have claims to certain basic amenities such as others in the cities claim.

We have, according to statistics, a doctor for every 2,000 people in the cities. The number of schools is increasing in the cities. Residential quarters for the labourers are being built with all amenities; giant Secretariat offices, Departmental offices and residential quarters for officers functioning in Government are coming up in increasing numbers. I do not grudge these; these are necessary for the developing economy of free India. But the villagers must also have a certain modicum of amenities. When we provide under this programme, for a doctor for every 65,000 of our village people, we should not grudge it. When I see children going out five miles from their home village to attend the school, I feel sad. I myself was a victim of that. I walked six miles in the morning and six miles in the evening for a period of eight years for elementary education. We enquire do we need these schools at all ? The pupils can sit under the shade of a tree !

The villager cannot get out of the village for four to six months of the year because he does not have the communications. Even today within two miles of the Grand Trunk Road we have villages in which elephants have to be used for eight months of the year to get out of the village ! Such villages exist and when the villager is prepared to construct roads by his own labour and seeks Government assistance to ensure that the road which he has built through his crude effort is not washed away by the rains, we seem to think we are giving too many amenities to the poor beggar !

How much amenities have we been able to provide so far? I know and I ought to know more than any one else working on this programme—that we have not yet done proper justice to this most fundamental need of the villagers.

I now come to the economic aspect of the programme. What does it mean? We have to give strength to the villager by making him economically more progressive, more prosperous and more forward-going. We have to do tremendous work in the field of agriculture and in the field of village industries. We have to make up considerable leeway in village industry in particular. I have known a wonderful worker who started cottage and village industries in Rajpura township in PEPSU. She has tried to provide livelihood to almost every single inhabitant of that refugee township. He has two Godowns full of khaddar. There is no market for it. What is the answer? This answer cannot be found by the Block Development Officer or by the village Level Worker. The Government of India must come to a definite decision. What to do with the product? Where it has to go?

Agriculture :

Large areas in the country are crying for agricultural aid. There are a number of States which have not yet got the seeds which are to be used on different soils, what to speak of obtaining the benefits of higher research. The Agricultural Department in the State must carefully chalk out a programme with a supply line flowing evenly and continuously. The same thing has to be done in the field of village industries and co-operatives. The co-operative banks are under an obligation to pay back the money that they advance, but between 60-70% of our village people are hardly in a position to offer security. The result is that the comparatively more affluent people who have land, who have resources became co-operators and the poorer people are left where they are. Now that is the picture I place before you. We have been struggling hard for the last four years with all the honesty that we command. Many people have fallen off by the road side, including many a Development Commissioner. Today, out of the original 29 Development Commissioners who took charge of the programme in their respective States 3½ years ago, only three are old faces. The rest have been replaced not once, but many times. The burden has indeed been terrific.

We talk about co-ordinated programme. How can we bring about co-ordination unless all the Ministries in the Centre and the States think together and create a pressure which will travel down the line right upto the ground. The Technical departments must maintain full contact with the soil and devise means to cope with the new demands that we have created through this hurricane programme all over the country.

In 1952 the question came up how to begin the programme. Immediately, it was felt that we must have the agricultural programme but the Grow More

Food scheme had been going on for quite some time. Although something was happening, it did not create an urge in the villager to produce more. He did not quite know whom he was producing for. Except the few well.to do who had plenty of land on which they could use irrigation pumps and tractors and could make some profit, the majority of the cultivators were left completely uninspired. Therefore, very rightly it was felt that we have to first create an emotional fervour in the villager. He has been a beast of burden for centuries. Let us try to give a dignity to him, create a sense in him that he is a citizen of this country and that he has a right to live. Let us make an impact, a total impact on his mind. This total impact could be created only through a co-ordinated approach. We cannot divide the village sectors dealing with agriculture, animal husbandry, reclamation, communications, public health and the rest into separate compartments; so we decided to have a Multi-purpose Programme.

Now such a programme could not be the function of a particular Ministry in the Centre., It had to be a combination of all the Ministries. Therefore, a separate body called the Central Committee and a separate "messenger" organisation called the CPA were set up at the Centre to carry the message of the programme to the villagers. Because it was fresh, it was revolutionary and it was young, it could go ahead without let or hindrance. We got the Development Commissioners to the Centre to discuss the programme; we ourselves knew very little as to how it would shape. But we knew one thing, namely, that we had been charged with the responsibility of creating a new awakening in our rural people. We had to create a suitable machinery—a machinery essentially for co-ordination of departmental activities. So we demanded that there should be a State Development Committee, there should be a State Development Commissioner-Cum-Development Secy. and that there should be a State Advisory Committee consisting of all the Heads of Departments at the State level and the Secretaries. Even after three and a half years I am sorry to say that I am still not in a position to claim that the original procedure that we set out and which has proved its efficacy during the last few years and has been universally followed. Only three days ago a Development Commissioner has been for the first time given the powers of a Secretary of the Government in a State, and this after nearly 3½ years of continuous persuasion!

When we started the programme some people said that it was a Government programme completely divorced from the people. It did not start with the people. The people's representatives said, "Government servants are useless and the people have not been made ready for it." Yet within three months it was discovered that the people were very much alive. If the people's leaders and the Government agency could show the road to the people and if they could win their faith they could get the people to move the Himalayas. So the Government had to think immediately of further expansion of this programme.

I approached the Planning Commission and told them that Rs. 90 crores which had been earmarked in the First Five-Year Plan for Community Development could be allocated for two types of programme. One could be the more intensive type and the other could be less intensive. Now the National Extension Service as was visualised in the Grow More Food Committee's Report was intended to provide the centre around which activities could be conducted. So when the final plan came out, Rs. 3 crores which were provided to establish the National Extension Service was integrated with Rs. 90 crores meant under the Community Development Programme.

Review of Operations

We want to find out how far we have travelled. I would, therefore, come straight to the field of operation.

Agriculture and Animal Husbandry :

In Agriculture we have done appreciably good work but considerably more could have been achieved if we had the research facilities related to the ground and the proper administrative procedure by which departments could transmit the knowledge of research through the extension agency. Nuclear seeds are still to be evolved in quite a number of States. Same is the case with State farms, fruit and vegetable nurseries. No State can claim that it has done enough in any of these field. We have to travel a very long way and the distance covered by these extension agencies will depend exactly on the extent to which the technical departments of Agriculture in the States have travelled in the direction of research, of supplies, of extension, of training. Similarly, in the field of animal husbandry we do not have enough staff. Indeed, the greatest shortage in technical staff that we have in the country today is in the field of Animal Husbandry, and Public Health. Doctors are there but they would not like to go to the villages. Midwives and lady health visitors are almost unknown in rural areas. We have shortages of pedigree bulls. We have grave shortages of fodder. Artificial insemination can do very little good unless we take up simultaneously all the aspects of the Animal Husbandry programme including many aspects of agriculture.

The same holds good for reclamation. People as well as Government in the project areas have done quite a lot of work to reclaim fresh land and yet lots more remain to be done. Here again, the State Agriculture Department and the Central Tractor Organisation has to come into the picture and concentrate in these areas rather than giving priority to their commitments elsewhere. The Community Development areas and the N.E.S. areas should be treated as intensive areas to which priorities should be given by all the Departments for all new schemes of development.

Irrigation :

Large scale irrigation programmes are of course going on. In minor irrigation, however we have shortage of engineers. Again, engineers in the States are providing extremely difficult to be brought into the picture for full co-ordination and therefore we cannot make very substantial headway in the field of minor irrigation. In fact, one of the heads under which we have had grave deficit in spite of availability of funds, and in spite of the high priority that has been given to it, is minor irrigation.

Village Industries :

Village industries have already been discussed. The question is basic and the answer has to be basic. No Block Development Officer, no Development Commissioner by himself can find a single answer. It is only lately that we have succeeded in getting the various Boards set up by the Government of India, to come together and chalk out a common plan for Community Project areas. We have taken up 26 Pilot Projects and we hope that we can do something in these projects. We will try to multiply the experience in all the Community Development Programme Blocks, and in a reduced way in the N.E.S. areas also.

Public Health :

We come to the question of Public Health. In the field of Public Health we have done very little of family planning because here again there is the problem of ideological controversies but I understand these controversies have now resolved. I hope I am right. Our people, particularly the village level worker, cannot go ahead and preach family planning. A woman worker, a doctor or a lady doctor has to do it. The training of women workers has to be speeded up. We have to be very realistic about what we wish to do.

In the field of drinking water wells we have progressed substantially, though not of course according to the target that we should have in view in the India of tomorrow. In the field of village lanes, considerable amount of work has been done by the village people on their own but again it has not been universal. The village lanes and village drains still remain as dirty as ever. So far as the interior of the houses is concerned, very little has been done because men and animals are still living together. One cannot expect too much of sanitation in those conditions. Therefore, we have to take up housing programme in the villages.

Education :

In the field of Education, we have, opened up a large number of schools. The villagers have built up school buildings some of which are enviable. Everytime I see school buildings I feel envious considering what I had to go through in my childhood. It has been a grand achievement on which the whole of India can be proud.

We have to think in terms of treating the village school as a community centre instead of trying to build up a separate community centre outside, for the village people to play with. If the village school can be turned into a community centre and it could be provided with a small nursery, small land in which the village school children can dirty their hands and have an electric touch with the soil, we may have a different view a few years hence from what we have today. But here again comes ideological controversy whether we should have *Education with crafts* or *education through crafts*. I understand that the tangle has been resolved. A Committee set up by the Ministry of Education to go into the question of implementation of the basic education programme has, I understand come to a definite decision. We can begin with *education with crafts* instead of education through crafts but the ultimate course to which we all are wedded should be kept in view. So when this comes and the village school can be made into a community centre and the village school teacher, at least the selected ones amongst them, can be given some training by us in the community methods and the principles and objectives of the community programme, the picture may be quite different. We have received an assurance from the Ford Foundation for starting a training programme for about 70,000 village teachers and also village leaders during the next five years.

Social Education :

The Social Education Organiser is the most misunderstood functionary. The reason why the S. E. O. was posted in a project area was to have someone who knew something about all the aspects of the programme so that he could go out into the villages and tell the village people about all aspects of the programme. The villager could thereafter decide what particular programme he considered to be priority No. I. The specialist in that subject could go there afterwards with more detailed knowledge. Now that has been lost sight of. We were aware that the Block Development Officer was the most appropriate functionary to do this part of the programme. This functionary, however, is involved in many administrative problems, and last but not least, with audit objections ! We thought we should assist him by providing the services of a social education orgniser also. Now instead of using him (the S.E.O.) for the purpose for which he was designed we are using him as an entertainment man. Everywhere he is the recreation man. If any meeting is to be held—Social Education Organiser is the man. But, he is not fully trusted, it appears, nor is he given the original work for which he was trained.

Communications :

Coming to the question of communications, we have built roads. About 23,000 miles of roads have been built, particularly in under-developed areas. Terrific efforts have been made by people of the village. I am sorry to say that very few of the Development Commissioners have had the opportunity

of seeing what actually has happened in many parts of the country. What has happened is unbelievable, stunning. Even in the hills, the aboriginals in one block built 250 miles of pucca roads for the village people without asking for a copper. These roads have been built but, unfortunately, in many cases our engineers are yet to provide the bridges and culverts and also in our own enthusiasm to make a mark in the progress report, we have followed the old track. The old track as we all know is usually serpentine. Now we try to put some mud on it with no consideration for the fact that in future if P.W.D. or even the District Board were to take over, it certainly would consider the length of the road and cost of maintenance. It has not been done because in the absence of proper approach from the concerned departments, the Block Development Officer has to constitute himself as the Chief Engineer of the Block, the Chief Agricultural Officer and the Chief Animal Husbandry Officer, all in one. What can the poor man do?

Panchayats :

In the field of Panchayats, we have to go a long distance. Panchayats cannot be built and cannot be vitalised unless we are prepared to take a risk. If the Government was prepared to take a risk—a grave risk, I should say, in entrusting this vital programme in the hands of the Government officers—I think it would be justifiable for the Government to take a chance with the village people particularly when we have a multi-purpose administrative machinery consisting of the Village Level Worker, the Block Development Officer, and other specialists to supervise the work of Panchayats. We must try to delegate our powers to the village Panchayats and trust them even at some cost. When a new business is undertaken even a commercial firm makes an allotment of 5—10% of the total expenditure as probable "write offs." So, in the same way, we have to be prepared for a certain amount of writing off. But I have no doubt that if supervision is exercised vigilantly the amount of 'write off' would be negligible.

Administrative in Co-ordination :

Administrative Co-ordination is still to be achieved in all the States. After all it is a process, and there will be a continuous battle of nerves and wits. Our only effort is to see that this battle is inspired by an honest purpose of meeting each other and joining with each other in a common effort. If that can be achieved I have no doubt that many of our problems in the implementation of this programme will be over.

Training :

I come next to the question of training. In the field of training, C.P.A. has set up quite a number of training centres. C.P.A. do not wish to take

any executive programme. The Ministry of Food and Agriculture was good enough to take up the programme of the Village Level Workers, Agricultural Extension Officers and the Gram Sevikas. The Ministry of Health were prepared to take up the training programme for all public health workers and the Ministries of Production and Industries are prepared to take up the work of training our officers in village industry. But in the field of Block Officers in spite of our efforts we could not persuade the Home Ministry to take up the work of training on our behalf. The Education Ministry had some difficulty in taking over the programme of Social Education. Even in the centres which we are running, we find it extremely difficult to get the requisite number of trainees. We have been sending telegrams and letters and the expenditure that we have incurred in C.P.A. over telephones is something which probably has no parallel, and yet at the last moment we find that where we have provided for 80 trainees there are just about thirty because, at the last moment some States have with drawn their candidates. I am not saying that our training centres are what they should be. We have tried to do everything from our side and we hope the State Government will also do something to help our training centres and see that these centres receive the requisite number of trainees and the accommodation is not wasted. In the States we have done considerable work in the field of extension training centres, supervisory training centres and Home Economics centres for women. Yet these are to be fully staffed. We had staff three or four years ago. These people did not even know how the community project programme was moving ahead. So they continued to teach the same thing which they were teaching four years ago. I had in my Engineering College the same teaching on the subject of roads which my professor had thirty years earlier in the same college as a student. He thought that the world had not moved. In the same way the world of many of our training instructors has not been moving. Training should be the most vital thing in this programme. If this vitality has to come it has to come from the instructors. There is no other way of vitalising these centres. These instructors have to be vitalised through the rotation of staff between the training centre and the field. The very best staff has to be put into the centres.

Now we are talking in terms of a new age. We remained the beast of burden for the whole of the world for a period of 200 years because the Industrial Revolution by-passed us. Today every one knows that a revolution far greater than the Industrial Revolution is round the corner in the form of atomic power that is coming to play its part in our life. Fortunately we are now a free agent and conscious agent and therefore we should be able to make both the revolutions come in one stroke. When that happens, it is elementary commonsense that our people would not certainly permit us to think in terms of two wells for a thousand people, one doctor for 65,000 people and a

thatched hut and a tree shade for a village school. They will not permit it. Our village people are also waking up and they are realising their powers. Therefore, two sets of standard—one for the villages and another for the cities—will be untenable.

If this programme goes through, and I have no doubt that it will—because no one in the world can resist it—one thing at least we are going to do. The villager is going to be awakened from his *Kumbhakaran* slumber, When that happens he will also know how to join together. We have an All-India Farmer's Forum which is growing. Therefore let us not talk in terms of double-standards between the cities and the villages. We have to think in terms of the same standard. This disparity is already increasing in the villages and I found it from my personal experience when for seven days I worked as a village level worker. We have helped the people who have land. We have done very little for the people who do not have land. The villager is still waiting for the Ambar Charkha so that his wife could spin some yarn and produce some cloth. These disparities have to be wiped out. Of course, we have to find the funds for maintaining the wheel of the Second Five-year Plan in motion—but if this wheel is kept in motion only at the expense of the poor, dumb and mute villagers, something certainly is going to happen and it will not be good for any one of us particularly those who claim to be deciding the policies for the future and priorities for the future. The writing on the wall is quite clear.

In this Second Five-year Plan, our programme has a particular role to play. It can bring about a unity of thinking between different people at the village level if we go to him with the whole programme of community development, with all aspects of this programme including village industries. If we get all the people together we will bring a unity there and that unity will reflect itself at the block level. If we are serious about the Block Advisory Committee, we have to see that its non-official character is also reflected at the District Planning Committee, higher levels, namely the State Advisory Committee and finally the State Development Committee.

I have to go back again, I have missed a point. In many States the State Development Committees have been set up but they have not even met once. In some States the State Development Committees meet once or twice a year. Now, you cannot have unity of thinking at the village level unless that unity of thinking has been dynamically pushed from the top right down to the ground. It will have to be unity at the ground level and unity at the top level. It will have to be a two-way traffic—the unity of thought from the ground coming up and trying to fertilise the discordant element even at the highest level in the States as also in the Centre.

Activisation of such Committees, I consider, is a matter of the highest importance. Unless the Departments know that there are Ministers wanting them to push forward, the Departments will not work. Therefore the State Development Committee is the only body which can issue mandates to the departments to function on this programme. In the same way other committees can function. Now here again the administrative services have a very important role to play. So far, it is the administrative services in India which have been holding a supreme position. That supreme position also generated certain amount of contempt more on account of the way in which power was exercised and also because of the frustration prevailing among the common people. After our independence, fortunately, for our programme and for the future, that contempt has been replaced by one of admiration on account of the competence with which the administrative services have dealt with the programme during the past four years in direct contact with the people. But that is not enough. Administrative services can at best set up the procedure and awaken the people. It cannot give or add content to the programme. The content to the programme has to be added by the technical departments. The whole world today, as you know, is becoming jealous of Russia, not because she can challenge everyone with the latest weapons, not because she has been able to rise from her primeval economy in a period of 35 years to an economy which is challenging everyone, not because of the large scale expansion that has taken place in technical services but because of the dignity that a technical function-ary in that regime enjoys today. You go to America. It is the technical man who is held in high esteem, not so much the administrator. The administrative services no doubt hold key posts in the Government of America.

So far I have been asking and appealing to my friends in the administra-tion to go over and carry the message to the people and earn for themselves a right to claim as a co-sharer in the independence that others won for us, in the freedom that we are trying to establish for the future. Now I am making a much bigger demand and I am afraid unless I get a worm response to this demand our programme is going to come to a standstill much sooner than you have reasons to fear at the moment. The administrative services have to give *izzat* to technical services. The administrator has to be a co-ordinator, as my friend Goswamy says in his thesis "more to listen than to speak". That is the role the administrator has to play in the new context and if he can raise the technical departments to a sense of dignity, a sense of pride and a sense of fulfilment in this programme right from the ground in touch with the people we shall have nothing to fear so far as the future is concerned. It is not easy to abdicate the position of power and to see that the other man shines. But one should realise that the administrative machinery does not have any power of its own. It only reflects power that the people have reposed in their repre-sentatives and that descends from the representatives through various institu-

tions. There is no reason therefore, why we should not have a wider partnership in this great power of the great people of India.

Now we come to the wider horizon. You know for the first time the U.N. have set up a new section under Community Development. We had sent out a small team of Development Commissioners, two and a half months ago. They have given a report. It is being printed and sent out to you. Now Indonesia is starting a programme, it has started in fact. I went recently to Nepal at the invitation of our Ambassador. Nepal has started a programme on this line. Iran has started a programme on this line; Iraq and Afghanistan are starting programmes on this line; Pakistan had also started a programme. Cylon had started her programme and I believe under the new government this programme will receive further fillip. The same thing will happen in Burma after the elections.

Therefore this programme is now ceasing to be a pure Indian programme from one point of view. It is true the programme, the shape of it, is what we have given to it. But the programme is being studied by the people all over the world and particularly our immediate neighbours. It is not merely our success and failure here, it is the success and failure of all the underdeveloped countries.

Through the programme we have to find a new way of our own. Every one that comes to this country and sees something being done tries to give us a bouquet. We should not misunderstand these bouquets, and get complacent about it. Any one who comes from outside finds that through this programme it is possible for different political parties to work together, from Princes to beggers, for a common purpose. They get wonder-struck that what our Prime Minister calls co-existance is really in action. Therefore we should realise that we are now playing with the future of the whole world.

I would like to go back one step and again come back to my original thesis.

Should this programme be an agricultural programme ?
Should this be the village Industries programme ?
Should this be the basic education programme ?

A man, I have found from my experience and I would like you to correct me if you wish, can be described as an equilateral tringle each side of which represents a particular segment of him. Man is an economic animal; but he is also a social and a spiritual animal. The three sides of an equilateral triangle must be equal to one another. As soon as you shorten one side, the balance is disturbed and the other two sides start elbowing each other. There is a contradiction that immediately results. From this contradiction comes hypocracy

and from hypocracy bankruptcy. Now that is what is happening in this country. All the eunuchs in the past passed off as Brahmacharis and the cripples thousands of years ago as the non-violent disciples of Buddha ! That is what happened. We have to have the three arms pulling on together evenly with each other. You disturb one single arm even to the slightest degree and you have disturbed the other two upsetting the balance of the whole form. Now that is precisely the equilibrium that we are trying to achieve under this C.D. Programme. Community Development was intended to bring about that balance by ensuring that the three arms of a triangle will so converge as to form an equilateral triangle.

I will sum up in five more minutes.

Naturally, I have spoken at great length and I do not wish to confuse you or to confuse myself. We wish to find out the immediate priorities and the priorities as I see are five; these are :

1. Vitality in the Training Programme

The Community Development Programme will be successful exectly in proportion to the vitality and resilience of our training programme.

2. Economic Programme

The present leeway must be made up. Simultaneously the amenities programme also has to go considerably forward. There is no question about reducing or stopping the amenities programme. The economic programme has been left so far behind in contrast with the progress of the amenities programme that it looks as if we are only trying to entertain the villager and that we are doing nothing permanent for him. This situation can be corrected only through the intensification of effort on the economic side and not by cutting on the amenities programme.

3. People's Institutions

The N.E.S. is an integrated administrative pattern. We cannot build up people's enthusiasm and sustain them indefinitely unless this enthusiasm is woven round institutions which will progressively move forward. This is something about which we have to do considerable amount of thinking during the next two or three days, if we are really to evolve a healthy pattern which will take us further in the ultimate direction we aim at.

4. Dignity of the technical Services

Every one has to judge for himself when he is in the company of a technical officer visiting a project. Is he using this man just as an annexe to him or is pushing him forward to make him do his job, himself trying to clear only

the obstacles *en route* ? The answer can only be given by the Administrator himself, at whatever level he is, whether he is a V.L.W. or he is a Development Commissioner or anybody.

5. Democracy in Action

This programme provides a tremendous opportunity to our people to build up democracy from the grass-roots, where the village level worker was expected to have round him village people planning for their future, implementing their future and assessing their future. The same thing was intended to be followed at the block level. We have gone considerable distances in the direction of democracy in the Governmental Organisation but yet this democracy has not percolated to other sectors of Government. I have had complaints from many Gram Sevaks that in our organisation—when the Development Commissioner or the Collector goes to a village and meets the Village level worker, he tries to give him a position of dignity in the eyes of village people, while, on the other hand, when a Technical Officer either from a district or from the State Headquarters goes to the village, he pushes the Gram Sevak on one side and treats him worse than a peon. This is the complaint usually made. Now it is again not the fault of the Technical Officer. It is our own fault. Because we have not brought the technical people into the picture. The more I see this programme, the more I tackle the difficulties that are facing every day, the more I discover that the one most encouraging feature in it is that every one in this country—Government Servant, none-official belonging to any institution whatsoever and the people—is honestly eager to play his or her part. We have not done enough to propagate the objectives of this programme and to involve the people who are now outside the arena, in the programme which we are trying to implement on our own. We cannot go far from where we have arrived unless we have wider partnership with technical departments, wider partnership with people's institutions and wider partnership with political institution in the country.

Main Recommendations and Conclusions

Main Recommendations and Conclusions

1. (i) Review of operational position

The progress of work in the Community Project/Community Development and National Extension Service Blocks was reviewed. It was felt that, while progress in the different fields of activity was generally satisfactory, special stress should be laid on the following aspects of the programme during the Second Plan period :—

On the programme side :—

(a) Stepping up of agricultural production ;
(b) Development of village and small-scale industries ;
(c) Development of co-operation ;
(d) Work among women, children and youth ;
(e) Work in tribal areas ; and
(f) Organisation of programmes designed to assist the weaker sections of the village community, especially small farmers, landless tenants, agricultural labourers and artisans.

On the administrative and organisational side :—

(a) Strengthening of Technical Departments ;
(b) Development and activisation of self-governing institutions, especially village Panchayats ; and
(c) Effective co-ordination between the extension agency on the one side and Technical Departments and popular institutions on the other.

(ii) Action taken on recommendations of the Fourth Development Commissioners' Conference

State Governments who have not already communicated to Community Projects Administration the action taken by them on the various recommendations may kindly do so early, intimating the difficulties, if any, encountered by them in implementing the recommendations.

(iii) Evaluation Report, 1956

In order to ensure that these reports continue to prove helpful to the workers in the field, it was suggested that recommendations should be obtained from the Development Commissioners and other field workers in regard to

special studies and new directions in which evaluation should be undertaken. These recommendations should first be scrutinised by a Standing Committee of a few selected Development Commissioners and then passed to the Planning Commission through the Community Projects Administration.

2. Contents of the Programme

(a) Cottage Industries

Great importance was attached to the development of village and small-scale industries in the Community Development Blocks and N. E. S. areas during the Second Five-Year Plan. One of the main criticisms of the Community Development and N. E. S. Programme so far has been that the economic aspect of development has lagged behind other aspects. It is recognised that, in future, success or failure of the programme will be judged primarily by what is achieved in the field of village industries ; the importance of village and small-scale industries being recognised next to agriculture, especially in regard to the landless section of the village community. There are, no doubt, difficulties in the way of fully implementing this part of the programme but every effort should be made to overcome this difficulty. The Conference decided that cottage industries should be treated as part of the integrated programme in the Community Development Blocks and N. E. S. areas and targets for the industrial development should be fixed in respect of each Community Development and N. E. S. Block, taking into consideration local conditions.

(i) *Development of Khadi*

The All-India Khadi and Village Industries Board is providing facilities for the training of instructors in Khadi work. It is important that the Community Development Administration in the States, should take advantage of these facilities by deputing suitable persons for training. In the pilot project areas Community Project Officers (Industries) should contact the regional representatives of the All-India Khadi and Village Industries Board and frame specific schemes for the training of instructors and development of institutions to take up Khadi work.

(ii) It was reported that some States are experiencing difficulties resulting from accumulation of yarn. The All-India Khadi and Village Industries Board are examining the problem and action is being taken in the direction of organisation work in areas where it is suitable on the basis of self-sufficiency and producers' consumption and other areas on the basis of both self-sufficiency and commercial marketing.

(iii) *Pilot Projects*

It was agreed that Community Project Officer (Industries) pilot project, should be provided adequate staff in order to ensure the success of the

programme. The following staff to assist each community Project Officer (Industries) in his work was agreed to :—

Personal Staff :

Stenographer
Peon
Driver

Office Staff :

Accountant
Clerk

Field Staff :

Three Block Level Extension Officers (CI)

The cost of these staff would be met under the general pattern of assistance to the extent of 50% by the Central Government (Ministry of Commerce and Industry).

The Community Projects Officer (CI) should also have, available to him the general assistance of the Community Project or N. E. S. staff of the area.

With regard to technical supervision of work in the pilot project areas the following sources of assistance would be available and will be adequate :

(a) The Regional organisations of the various All-India Boards who have already made arrangements for this purpose.

(b) Staff sanctioned against specific schemes approved by these Boards.

(c) The Industries staff of the State Government in the area.

(iv) On the administrative side in view of the experimental character of the pilot project it was recognised that generally the Community Projects Officer (Industries) should be under the administrative control of the State Development Commissioner, but however there is no objection if the administrative control is transferred to the Department responsible for development of village and small-scale industries if such a course is considered more helpful to ensure the success of the pilot project (cottage and small-scale industries).

(v) The immediate programme for the pilot project areas consisted of a number of schemes initiated *ad hoc* by All-India Boards and the State Governments. It is recommended that a more comprehensive survey be undertaken in these pilot projects. The Ministry of Commerce and Industry have agreed to provide about 10 teams each consisting of two or three Economic Investigators, who with technical officers for particular industries, drawn from the All-India Organisations, would carry out such an investigation and make concrete recommendations to the pilot project officer (Industries) for further action.

(vi) *Small Industrial Estates*

The Ministry of Commerce and Industry have initiated a scheme for set-

ting up small industrial estates each costing about 10—15 lakhs. These are entirely financed by the Centre and they have requested the State Governments to start with 8 industrial estates situated in suitable pilot project areas. The establishment of such industrial estates and their extension to other suitable Community project areas was also recommended. The Ministry of Commerce and Industry have also launched an experimental scheme for 45 mobile workshops to do intensive touring in selected Community Project areas particularly pilot projects and a certain number are already on the road. It is important that the State Governments should take full advantage of these schemes initiated by the Government of India.

(vii) *Integration of various State Governments' schemes with Community Development Programme.*

(a) State Governments should be requested to take into consideration the level of development already achieved in Community project and N.E.S. areas when deciding the location of industrial programme.

(b) In view of the growing importance of the industrial programme a standing organisational arrangement should be made in States for planning and co-ordination between the Community Development programme and that relating to industries. It is recommended that a Committee comprising the Secretaries of the Industries and Co-operative Departments and the Heads of Departments who deal with these subjects together with the Development Commissioner should be set up and should be required to meet at least once in two months to review the progress made in establishing industries and to make recommendations to Government regarding future programmes. In Community Project areas where special schemes for housing, agricultural development or the like are taken up there would be particularly room for development of village and small-scale industries catering for such programmes.

(c) It is not desirable to have parallel programmes involving different conditions one organised through the Community Project and N. E. S. Administration and the other through the Industries Organisations. It is recommended, therefore, that the pattern of financial assistance in the Community Project programme should fall into line with those of the All-India Boards on Village and Small-Scale Industries.

(viii) *Extension Service for cottage and small-scale industries and training programme.*

(a) It is strongly felt that the field staff for industries in States is inadequate and needs to be strengthened.

(b) It is recommended that there should be an Extension Officer for Industries made available to each Community Development Block and N. E. S. area. This Officer should be part of the Industries Organisation of the State but should be attached to the Block Development Officer just as in the case of other Block Level Extension Officers. These posts will be filled as and when suitable trained persons are available, priority of posting them being given to Community Development Blocks. The cost of this officer will come within the terms of the pattern of assistance of the Ministry of Commerce and Industry (i. e., sharing expenditure on a 50 : 50 basis with the State Government).

(ix) The Ministries of Commerce and Industry and Pròduction have already taken up a training programme for certain number of Block Level Extension Officers (Cottage Industries). This training programme would be expended in order to train all these Block Level Extension Officers required for all Community Development Blocks and N. E. S. areas. It was also recommended that a common course of integrated training should be given to all these officers.

(x) It was felt that the Community Development Blocks and N.E.S. staff, particularly the Village Level Worker should have an adequate knowledge of the village and small-scale industries programme so as to be able to effectively guide the people in this matter. After considerable discussion, it was agreed that the Village Level Workers should be given the necessary training in village snd small-scale industries, as part of their regular training programme, at the Extension Training Centres. Ministry of Food and Agriculture, who are in-charge of the Extension Training Centres were requested to make the necessary adjustments in the Village Level Workers training programme in the light of this recommendation.

(*b*) Co-operation

As the need for credit is large, both *taccavi* and co-operative credit should be expanded as far as possible. State Governments should, however, ensure that there is no duplication in the advance of loans from co-operatives and Government sources.

At present there is no uniformity in the rate of interest charged by co-operative societies. It is necessary to bring about uniformity in the rate of interest before considering the question of rate reduction. The entire credit structure is under examination by the Reserve Bank of India and their recommendation may be awaited.

Rules and regulations relating to *taccavi* should be examined and liberalised, as far as possible, with a view to providing adequate credit to the so-called non-credit worthy applicants.

The Community Development and N. E. S. organisation and in particular, the Village Level Worker could be of substantial assistance in promoting co-operative efforts. The responsibility for the growth of the co-operative movement should, of course, rest with the Registrar of Co-operative Societies, but the Block Development Officer and his staff could also assist materially in this field. The educational aspect of co-operation should be particularly emphasized. Great efforts are needed in driving home to the farmers, the benefits of co-operation, including better living. Co-operation should be developed not only to raise production but also to ensure increase in employment.

It was suggested that information may be collected on the following items which were considered as key indicators of progress in the field of co-operations :—

(a) Number of new co-operative societies started;
(b) Number of new members enrolled in new and existing co-opera tive societies;
(c) Amount of share capital raised from members;
(d) Names, quantity and value of agricultural commodities marketed through primary marketing societies, and
(e) Number of godowns constructed by co-operative societies.

The Government of India scheme for the development of co-operative marketing and warehousing should also provide facilities for the marketing of the products of the cottage and village industries, and for the warehousing of the raw material and the produce. It was mentioned in this connection that the Farmers' Forum was going to open an office at each terminal market throughout the country to provide information and marketing facilities. Co-operation of the Development Commissioners was sought in facilitating the work of the Farmers' Forum.

With regard to the training of block Extension Officers for Co-operation, State Governments should make early arrangements for the recruitment of suitable personnel and their deputation for training at the 8 Training Centres set up by the Government of India. It was recommended that the project staff should actively assist in arranging programmes of co-operative education for the members and office bearers of co-operative societies.

(c) AGRICULTURE

(i) Consolidation of holdings

Consolidation of holdings should be taken up at the earliest possible stage preferably at the pre-N. E. S. stage. The unit of area for planning consolidation should be a Block or a Tehsil whichever is more convenient.

It was noted that the Governments of Punjab and Uttar Pradesh had done valuable work in the field of consolidation. The staffing pattern for this work

may be on the model adopted in these two states. The key officer at the village level should be the Patwari assisted by the project staff, who might require a short course of in-service training. It was suggested that the consolidation plans of Punjab and Uttar Pradesh should be circulated to all State Governments for their information and guidance.

(ii) *Minimum Agricultural Programme*

The following programmes were recommended for implementation :—

A. *Pre-Community Development stage* (*approx.* 2 *years*)

(i) Preparation of the village agricultural programme;

(ii) Introduction of improved seeds;

(iii) Conservation of dung and other wastes (compost making, popularisation of the green manures and fertilizers);

(iv) Interoduction of improved agricultural implements;

(v) Introduction of plant protection measures;

(vi) Expansion of vegetable and fruit cultivation;

(vii) Increase in the area under irrigation through minor irrigation works; and

(viii) Establishment of a seed multiplication farm, a horticultural and arboricultural nursery for each block.

Targets

(i) Ocular demonstrations;

(a) 3 demonstrations per village level worker for each important crop for which improved seeds are available;

(b) 8 manurial demonstrations for each village level worker on improved crops in the village;

(c) 1 composite demonstration per village including improved seeds, fertilizers and improved tillage methods but exclusive of the demonstration of sugarcane.

(ii) Production of enough improved seeds within a Block to cover at least 10% of the cropped area of the block;

(iii) Popularisation of the use of fertilizers and green manures in at least 10% of the cropped area; and

(iv) Increasing the production of vegetables and fruits so as to provide with 6 oz. of these per person per day.

B. *Community Development Stage* (*3 years*)

(i) Carrying out of land and water survey of the entire block including the following :—

(a) Requirements for :

(i) Soil and water conservation ;

(ii) Irrigation and drainage ;

(iii) Communication, village sites, play-grounds, etc.

(b) Classification of agricultural grazing, forest and wasteland

(ii) Preparation of master-plan based on land and water survey providing necessary human and animal needs in respect of crops, fruits, vegetables, fodders, cattle feeds, raw materials, timber and fuel requirement;

(iii) Implementation of the master-plan in at least one village per Village Level Worker's circle;

(iv) Organisation of one Co-operative Marketing Union for each Block and one Warehouse for each Village Level Worker in his circle;

(v) Training of at least 2 active farm-leaders for each village; and

(vi) Organisation of 2 Farm Youth Clubs per Village Level Worker.

Targets :

(i) Organisation of a systematic and continuous renewal of improved seeds in 70% of the area under each of the important crops :

(ii) Adoption of green manuring as a normal practice every year for one-third of the area under irrigation or assured rainfall;

(iii) Consumption of 5 lbs. of nitrogen and 31 lbs. of P 205 fertilizers per acre for the total cropped area;

(iv) Increase in the production of fodders by 25 per cent;

(v) Provision of one-fifth of an acre under fruits and vegetables per family; and

(vi) Active participation by each farmer in a Co-operative Society with a minimum share capital of Rs. 10/-

The following observations were also made in this connection :—

(i) As far as possible, the minimum programme and targets in the field of agriculture should be related to the national aim of securing 40% increase in agricultural production;

(ii) Special attention should be paid to Reclamation;

(iii) As regards irrigation, more attention should be paid to the needs of short-term crops. At present, it is mostly the long-term crops which enjoy the benefit of irrigation;

(iv) Special efforts are needed to raise the price-level of foodgrains. There should be some sort of parity of price between cash crops and food crops.

C. *Cultivation of Pepper*

It was recommended that in those States where possibilities of pepper cultivation exist, nurseries for the production of plants of guaranteed quality should be set up. These plants should be distributed in the Community Development and N.E.S. areas through the extension agency.

D. *Medical and Public Health*

(*i*) *Primary Health Centre*

The Fourth Development Commissioners' Conference recommended that there should be a primary health centre and 3 maternity sub-centres for each block. This is considered as the minimum requirement for effective health services in rural areas and should be implemented.

To attract medical staff to rural areas, the following amenities should be extended to them—

(a) security of tenure;

(b) provision of residential accommodation;

(c) reasonable non-practising rural allowance;

(d) attractive pay scales; and

(e) transport facilities.

A jeep for the use of the medical staff was considered essential and should be provided.

State Governments should make full use of the training facilities which have been made available by the Ministry of Health for lady health visitors, auxiliary nurses, mid-wives, and *dais*.

The Director of Health Services in each State should recommend the most suitable pattern of sanitary latrines in rural areas to minimise soil polution.

Drinking water supply schemes in rural areas should be properly co-ordinated under the technical guidance of the State Directors of Public Health.

Particular emphasis should be laid on educating the public about principles of health and prevention of diseases through talks, films, film strips, etc., to be organised on the occasion of melas and festivals.

(ii) *Family Planning* :

There is urgent need for training health service personnel in the techniques and methods of family planning, so that such personnel posted in rural areas are in a position to advise those seeking guidance on family planning. Assistance offered by the Central Ministry of Health for training of

such personnel should be fully availed of. State Public Health Departments should prepare the necessary materials and literature on birth control and make these available to persons wanting to use them by maintaining a stock of such material and literature with the local health personnel.

(iii) *Mineral and Thermal Springs*

Each State should collect complete information on the existence of mineral springs in its own area, analyse the water of such springs and consider the question of developing such springs, as are found suitable for the purpose, as health resorts and as hydrotherapy centres for treatment of certain ailments.

E. *Social Education*

(i) *Work among women*

Lack of trained workers, and lack of proper co-ordination among the different agencies concerned with the women's welfare programmes were considered to be major difficulties in the multiplication of pilot projects for intensive work among women. Another difficulty, according to some, was that the present programme was not sufficiently attractive because it did not include any economic programme. The following recommendations were made in this connection :

(a) Women's programmes should be given equal priority with other programmes;

(b) Women's programmes should be sufficiently comprehensive in scope and should include social welfare, home economics and extension projects;

(c) Pilot projects should be started in areas where women workers are available;

(d) Training of women workers should be expedited; and

(e) Immediate steps should be taken to ensure proper and effective co-ordination of work sponsored by the various women's organisations in the country.

Keeping in view the staff (1 woman Social Education Organiser for N.E.S. Block and 1 woman Social Education Organiser and 2 Gram Sevikas for Community Development Block) provided for work among women and the staff actually available, it was suggested that in N.E.S. Blocks work may be confined to 3 to 5 villages at a time and gradually extended to new villages. In the case of Community Development Blocks, the coverage may be increased to 10 villages at a time.

Attention was drawn to the formation recently of the Village Women's Association, an All-India Organisation primarily of rural women. It was felt that this organisation could also do some useful work among rural women.

(ii) *Programme of work among children*

It was agreed that all the activities under the head "Special Programme of Work among Children" should be organised for children in all blocks. These activities should, as far as possible, centre round the village school. It was considered that a sum of Rs. 3,000 should be adequate for this purpose for a period of 3 years in a block.

(iii) *Work among Youth*

It was observed that activities among youth were being carried on in different States in different forms. Proper co-ordination was necessary among the agencies sponsoring youth activities. State Governments were requested to furnish to the Community Projects Administration a complete list of the different organisation functioning in their areas along with the activities carried on by them. It was suggested that a committee of experts should be constituted to examine the information collected with a view to evolving a fairly uniform programme.

(iv) *Production and use of audio-visual aids*

The Social Education Organisers and Village Level Workers are in a position to produce only simple visual material and it was not, therefore, considered necessary to earmark any specific amount in the Social Education budget for production of such material. They may, however, be given some amount for the production of simple visual material of local interest.

F. Housing

(a) *Rural*

(i) The amount of Rs. 10 crores available in the Second Five Year Plan as loan finance should be utilised for setting up model villages consisting entirely of new model houses. In locating sites, preferences should be given to Community Development/N.E.S. Blocks which are favourably situated in terms of communications, power, water supply, etc.

(ii) The problem of Rural Housing should be tackled at the State level through the agency of a "Rural Housing Cell" which should consist of a small team of engineers, architects and town planners with necessary staff the expenditure on which should be borne by the State Governments as part of their contribution to the programme of rural housing. This Cell should undertake the preparation of plans, layouts, type designs, small scale models, etc., both for residential houses and community buildings. The agency for the implementation of the scheme should be the Project/Block staff, strengthened by an additional qualified overseer specially recruited for the purpose, for each block.

(iii) Since the main emphasis in this experiment will be on the use of local building materials, co-operatives operating brick and lime kilns, joinery

and carpentry workshops, etc., should be treated as eligible for loans and grants-in-aid as admissible to small-scale or cottage industries.

(iv) The first claim on the special funds at the disposal of the Ministry of Home Affairs for the subsidization of Harijan housing should be for the community of Harijans who live in these particular villages.

(v) It should be the aim of the State Government to focus, as far as possible, at these selected villages all the aid that they can give under the various development programmes under the Plan.

(vi) There should be co-ordination, both at the Centre and in the States, to ensure that funds available under various development schemes for the improvement of the housing conditions of different categories of rural population should, in the first instance, be utilized for the promotion of these model villages.

(b) *Block Headquarters as nuclei for rural-cum-urban townships*

The following suggestions were made :—

(i) The site for block headquarters should be chosen on a high level and in a centrally situated place;

(ii) There should be provision for subsequent expansion to meet further needs; and

(iii) New block headquarters should be constructed as soon as a decision regarding the formation of a block is reached.

It was recommended further that for encouraging the growth of rural-*cum*-urban townships, special efforts should be made to set up industries, either through co-operatives or private enterprise, in the form of small-scale and cottage industries. Amenities of a township in the form of education institutions, health centres, shopping centres, mandi centres, etc., should also be provided for.

G. *Supplies and use of Equipment*

It was agreed that State Governments would ensure that equipment received was fully used and properly maintained. It was felt that it may not be possible to entrust the entire equipment received under the Community Development Programme to the Agricultural Engineering Departments of the State Government. While the Agricultural Engineering Department was undoubtedly the most appropriate agency for handling the Agricultural equipment, the maintenance of other equipment should be the concern of the respective Technical Departments.

H. *Irrigation*

(i) *Betterment Levy*

Opinion was divided on the question of levy of betterment tax in respect of minor irrigation works. According to one view, all minor irrigation benefits should be subjected to a levy of tax. Another view held was that benefits for minor irrigation schemes costing upto Rs. 1 lakh should be exempted from tax.

On the question as to how people's participation in minor irrigation works should be adjusted while levying the betterment tax, it was suggested that where people's contribution had been raised, the total amount of contribution should be deducted from the taxable amount and the balance should be assessed on beneficiaries. It is understood that this principle was being followed with success in Bombay.

(ii) *Methods to accelerate water utilisation*

The State Departments of Irrigation, Agriculture, and Co-operation should take up the matter jointly. They should utilise the extension staff for the purpose of encouraging utilisation of water for cultivation.

(iii) *Synchronized promotion of seasonal activities*

It was considered feasible to draw up a programme for the synchronization of extension work with different seasons of the year. The pattern of the programme will be different in different parts of the country. State Governments may make such modifications as may be necessary.

3. Programme Planning

(a) *Review of the scope and pace of the programme in view of the financial allocation of Rs. 200 crores provided in the Second Five Year Plan for the Community Project and N. E. S. Programme against an estimated requirement of Rs. 263 crores.*

The note prepared by the Community Projects Administration and the revised schematic budget patterns for N. E. S. and Community Development Blocks were discussed in great detail. The reduced Community Development budget of Rs. 12 lakhs was approved, with the change that provision under 'Irrigation and Reclamation' was revised from Rs. 3.50 lakhs to Rs. 4 lakhs, by reducing the provision under 'Housing' from Rs. 1.50 lakhs to Rs. 1 lakh. This re-adjustment was considered necessary in view of the high priority accorded by the National Development Council to increased agricultural production in the Second Five Year Plan. As regards the N. E. S. budget, most Development Commissioners felt that the budget provision would be inadequate for irrigation and Housing. However, in view of the limitation of finance, the schematic budget pattern as worked out by the Community Projects

Administration was reluctantly accepted as the only practical solution. As regards irrigation, it was suggested that in view of the importance of increasing agricultural production, the Planning Commission may be requested to explore the possibility of making a larger allocation for minor irrigation.

Regarding committed expenditure, it was understood that the maintenance expenditure on staff of Community Development N. E. S. Blocks which will begin in April 1956, and complete development phase during the Second Five-Year Plan, had not been taken into account in calculating the State Government's balances in revenue account. This will have to be provided for, though the amount is not likely to be of great magnitude.

With regard to the Community Development Blocks which will have completed their period of operation by September 1956, it was recommended that the savings, if any, may be utilised upto March 1957, though the blocks would have reverted to the N. E. S. staffing pattern.

It was also recommended that there should be Block Level Extension Officer (Cottage Industries) for every N. E. S. Block. It was also agreed that, subject to the availability of suitable trained personnel, these officers should begin to be posted at the N. E. S. Blocks after the requirement of the Community Development Blocks have been fully met. The Cottage Industries Officer should belong to the Industries Department of the State Government but should be attached to the N. E. S. Block and form part of the team of Block Level Extension Officers headed by the Block Development Officer. The expenditure on this officer should be shared by the Centre (Ministry of Commerce and Industry) and the States on 50 : 50 basis, according to the usual pattern of assistance.

(b) *Programme for pre-extensive period*

The areas should be delimited into a suitable number of N. E. S. Blocks sufficiently in advance to enable completion of all preliminaries, e. g., survey etc., before the commencement of the actual programme in those Blocks. All efforts should be made to associate the people in order to determine their felt needs and to create in them the necessary enthusiasm so that the programme, when started, may proceed on a solid foundation and people's participation may be forthcoming to the required extent. Assistance from the Local Development Works Programme may also be availed of as far as possible during the preliminary stage as a focus of people's participation.

(c) *Programme for pre-intensive period*

Particular stress should be laid on the people's part in the formulation of the programme. It is also necessary that the development of relatively backward areas should receive high priority and every endeavour made to bring those areas within the fold of the development programme as early as possible

so as to raise their level upto that prevailing in other areas. Financial assistance available for the development of backward areas and Tribal areas from the special grant administered by the Ministry of Home Affairs should be availed of to the maximum extent possible. The period between the date of inauguration of a block and the date of commencement of actual work—generally a period of 3 to 4 months—should be utilised by the Project/Block staff for implementing a minimum programme as drawn up by each State Government.

In this context, the conference recommended the plan of action followed by the Governments of Bombay and PEPSU during the above two stages, particularly the practice of associating the staff, and trainees of the Extension Training Centres with the work relating to preliminary survey of the new Blocks to be opened. In this way the survey work could be completed in about fifteen days.

(d) *Programme for intensive period*

It was suggested that every Community Development Block should aim towards a certain level or *norm* in each field of development, which should be determined in the light of local condition and requirements.

(e) *Programme for post-intensive period*

The development programme in the various departmental budgets should be applied to the Community Development Blocks or their reversion to the N. E. S. pattern and implemented through the staff provided in the Block. The 'loan funds' which lie unutilised may be diverted to alternate activities like rural electrification, village housing, etc. The provision suggested for 'local works' and 'social education' in respect of completed Community Development Blocks was agreed to.

(f) *Programme for tribal areas*

The following recommendations were made :

(i) In exclusively Tribal and Scheduled areas funds available for irrigation as loan in the Community Development and N. E. S. budget should be provided as grants-in-aid; and

(ii) During the intensive phase of operation each of the special Home Ministry's multipurpose projects in the Tribal and Scheduled areas should have at its disposal a total amount of Rs. 27 lakhs (Rs. 12 lakhs according to the revised Community Development budgetary pattern *plus* Rs. 15 lakhs from the Ministry of Home Affairs).

A special sub-committee of the Conference consisting of representatives of the States concerned and the Ministry of Home Affairs and Community Projects Administration considered the question of location of the proposed 30

special multipurpose projects and a detailed programme of work for these projects. A copy of the sub-committee's report is attached.

4. Training

A. PROJECT PERSONNEL

(i) *Institutional Training*

The following suggestions were made

(a) *Minimum qualifications*

So far as the 'Gram Sevaks' are concerned, the Basic Education Diploma may be recognized as a minimum qualification in those States where it is recognised as equivalent to Matriculation. Reference was made in this conection to the Ministry of Food and Agriculture (Directorate of Extension and Training) letter No. F. 28 (1)/56-extn. dated 24-1-1956 on the subject of Training of Village Level Workers, addressed to all Development Commissioners. A certificate of 3 months' social service was not considered adequate qualification for recruitment as 'Gram Sevak'. The instructions contained in the Food and Agriculture Ministry's letter under reference would require amendment.

As regards Social Education Organisers, it was considered that since, in several of the training institutions, English is the medium of instruction, and since all literature is available only in English, it would not be possible to accept anything less than a Bachelor's Degree as a minimum qualification for men.

As for Block Extension Officer for Cottage Industries, it was considered that the minimum qualification should be a Degree in Science, Arts or Commerce, preference being given to those who have taken a Degree in Science or Diploma in Engineering.

(b) *Method of recruitment of Village Level Workers*

In order to ensure that candidates with rural background and an aptitude for hard manual work are selected, it is necessary that the procedure for recruitment includes, besides interview and written tests on problems of rural development, rigid physical endurance tests such as walking, cycling, ploughing, etc. It is also desirable to associate principals of the Training Centres with the selection of Village Level Workers. This was recommended by the Fourth Development Commissioners' Conference but has not been followed by some States.

(c) *Weeding out of unsuitable candidates during the early Part of the training Period*

The Fourth Development Commissioners' Conference recommended that "steps should be taken by State Governments to weed out unsuitable Gram

Sevak as soon as possible and put the rest on a permanent cadre". It is suggested that the process of weeding out may be adopted at the initial stage preferably during the first two months of the training course in order to save time and unnecessary expenditure.

(d) *Content of training*

The following suggestions were made :—

(i) It is necessary to strengthen the training programme in the field of cottage and small-scale industries, which has been assigned a high priority in the Second Five Year Plan.

(ii) It was noted that in a number of places essential facilities such as Agricultural Farm or Dairy or Poultry unit, workshop, etc., were lacking. Steps should be taken to equip the training centres with these facilities before the training programme is launched. It would be desirable to set up seed multiplication farms near the training centres.

(iii) Teaching methods and techniques need closer examination and improvement.

(iv) It has been observed that a large number of Village Level Workers have not undergone the full course of training, viz., 12 months in basic agriculture and 6 months in extension. The possibility of sending the partially trained Village Level Workers back to the training centres for completing the course should be explored, as has been repeatedly emphasised to State Governments at various conferences and seminars.

(e) *Teaching Staff*

(i) The Extension Training Centres are the moulding places for the Village Level Workers on whom largely depends the success of the whole programme. The Instructional staff should, therefore, be of the highest calibre and should be well paid. Facilities for free housing, medical aid, education for children, etc., should also be provided for them. The posts at the training centres should not remain vacant for months at a stretch, and frequent transfers and shifting of staff members should be avoided.

To keep training related to the field conditions rotation of teaching staff with field personnel should be undertaken on the basis of the recommendations made at the Simla Conference. In most cases this has not been implemented so far. In the field of cottage industries, it was felt that some of the craftsmen might prove to be the best craft teachers.

It was suggested that an in-service training course of short duration (about a month) should be arranged for instructors prior to their posting to the Training Institutions. Such courses may be held at Extension Wings attached to Agricultural Colleges, Research Institutes such as I.A.R.I., I.V.R.I., or Agricultural Colleges and other technical institutions concerned.

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(iv) It has been observed that a large number of Village Level Workers have not undergone the full course of training, viz., 12 months in basic agriculture and 6 months in extension. The possibility of sending the partially trained Village Level Workers back to the training centres for completing the course should be explored, as has been repeatedly emphasised to State Governments at various conferences and seminars.

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The following other suggestions were also made :—

Block Development Officers

There should be no training session for Block Development Officers between the 15th February and the 15th April, as this is a peak period for work in the field. This period should be utilised by the training staff for field visits and field work. It was suggested that if a training reserve were maintained in each State, the cost of reserve being shared between the State Government and the Community Projects Administration, it might be possible for the States to spare a larger number of Block Development Officers for training than at present. It was felt that the same arrangement should be extended to cover all categories of personnel, e.g., Social Education Organisers, medical staff and health personnel, etc.

Miscellaneous

The varying rates of T.A. and D.A. paid to the trainees coming from different States create considerable complications which also contribute to the delay in the payment of dues to the trainees. It was suggested that during the period of training, uniform rates of T.A. and D.A. should be paid to all the trainees. It was agreed that the Community Projects Administration might initially authorise payment of stipends and other allowances to the trainees, later on raising debits against the respective State Governments for their share of the expenditure.

(ii) *Organic relationship between the training centres and the field*

The Principal of the Extension Training Centre should be given overall responsibility for the implementation of the programme in the Development block around the Training Centre. He should be suitably assisted by a Block Development Officer.

(iii) *Establishment of Training Centres*

Keeping in view the additional requirements of Village Level Workers for manning the new N.E.S. Blocks during the Second Plan period, definite proposals for the establishment of training centres were made to the State Governments as early as April 1955 by the Ministry of Food and Agriculture. This was further discussed with the State Governments and they were requested to forward concrete schemes in order that trained Village Level Workers are available in time for the new blocks. Many of the State Governments have not yet forwarded their schemes. This has resulted in unnecessary delay. This question should have top priority and steps should be taken to start the new institution as early as possible. In view of the expanding training programme during the Second Plan period, the need for closer supervision of the training centres was emphasised.

(iv) *In-service training programme*

The following recommendations were made :

(a) *Seminars*

Inter-State Regional Seminars have proved useful and should be continued but the number of persons deputed by each State for attending the seminars may be reduced so that dislocation of work during the absence of such personnel is reduced to the minimum.

In addition to the seminars sponsored by the Community Projects Administration or the State Governments in which the Principals of the Training Centres generally take part, two conferences of the Principals and others connected with the training programme have so far been organised by the Directorate of Extension and Training, Ministry of Food and Agriculture. A third conference is proposed to be held at Simla in June 1956. It was considered desirable that besides the Principals and Superintendents of Extension Training Centres/Basic Agricultural Schools, some selected Instructors from the Training Centres should also be given an opportunity to attend these seminars. It was suggested further that two or three such seminars should be organised on a regional basis and the State Governments should depute their representatives to attend the seminars.

(b) *Refresher Courses*

There is a proposal for arranging regular, periodical, refresher courses for Village Level Workers, Group Level Workers and Instructors. Full advantage of these facilities should be taken by the State Governments.

(c) *Study Tours*

The limited experience available of the study tours organised so far has established their usefulness. There is a comprehensive scheme of study tours for the field staff of Community Development and N. E. S. Blocks. It was suggested that similar study tours of progressive training centres involving both inter and intra-State visits should be arranged for the staff of the training centres.

(d) *Study Circles*

It is felt that a stage has now been reached in the programme when study circles should be constituted at the block level and in Village Level Worker circles also. In these circles the block personnel, village leaders, village teachers and other non-officials of the area could come together for a sort of forum discussions on common problems connected with the programme, thereby promoting and improving the activities in the respective areas.

(e) *Departmental Tests*

It is suggested that a test connected with the work of Community Projects

and N. E. S. should form a regular part of the Departmental examination which persons recruited to the various development departments and the Revenue Department should pass. The Community Projects Administration literature on the Community Development and N. E. S. Programme should be prescribed as text books for this purpose.

B. Non-Officials

(i) *Village Teachers*

Wherever possible, the basic training and post-basic training institutions may be associated with the village teachers training.

(ii) *Village Leaders—Janta Colleges*

The conference felt that, with the material available, it was not in a position to express an opinion on how far the Janta Colleges had been utilised to bring about education of Village Leaders or how far the officer at the State level organising village leadership programme could co-ordinate it with Janta Colleges.

(iii) *Apprenticeship Programme for College Students*

The scheme has been started only recently and enough experience has not yet been gained in its implementation. With regard to the constitution of Executive Committee and selection of students, it was considered that as the matter primarily concerned the Education Department, the Development Commissioners may entrust the work to the State Education Departments, if necessary. Reference was made in this connection to the constitution of Planning Forum in different Universities and Constituent Colleges at the instance of the Planning Commission. Development Commissioners were requested to take an active interest in these Planning Forums and make use of them as far as possible.

(iv) *Seminars and Study Tours*

Non-officials should be brought together in seminars organised by the Community Projects Administration and the State Governments and further these non-officials should be deputed along with the officials, and not separately, on study tours in India.

(v) (a) *Camps such as Bharat Sewak Samaj Camps, etc.*

At present, various agencies are organising camps. It is desirable to secure some measure of co-ordination among the sponsoring agencies.

(b) *Proposed Rural Institutes*

When these Institutes have been set up, they may utilise the facilities available in the blocks for training their students; their staff and students may

also organise adult literacy camps and recreation centres in the villages around the Institutes.

5. People's Programme

(a) *Steps to change over to a people's programme with Government participation*

It was the general experience that where effective Panchayats existed, there were no insuperable difficulties in carrying out the recommendations of the Simla Conference that a sum of Rs. 2,000 should be placed at the disposal of panchayats for programmes to be planned as well as executed by them. In most States the panchayats are already intimately connected with the formation of the plans for their areas. State Governments who have not yet taken action on the recommendations of the Simla Conference may kindly do so without any further delay.

(b) *Development of village institutions and other Local Self-Governing Institutions*

The following suggestions were made :—

(i) Intensive efforts should be made, through strong and competent organisations formed at each level from the Centre going right down to the block for the proper development of panchayats and intermediate local authorities as more and more reliance has to be placed in future on these institutions for the furtherance of the Community Development and N. E. S. Programme. The ultimate guarantee of the permanence of the movement would largely depend on how well these village and intermediate local authorities are established and made into efficient people's organisations for carrying through their own programme of welfare.

(ii) It is essential that at the State level the responsibility for developing the panchayats should vest in the same organisation as is responsible for developmental programme. The details of the organisation for developing the panchayats should best be determined by each State for itseif.

(iii) In many panchayats the executive functions are being performed by the elected members who have neither the time nor the requisite training in the varied tasks involved. The executive authority should, therefore, be exercised by qualified, trained and well-paid Secretaries whose functions should be clearly defined.

(iv) Keeping in view the ultimate shape which the extension organisation should acquire, *viz.*, to be primarily an extension and advisory agency, it would be inadvisable at this stage to entrust to Gram Sevaks the administrative and tax-collecting functions which would devolve on him if he is made also the Panchayat Secretary.

(v) Adequate arrangements should be made for the orientation of Panches and Sarpanches.

(vi) Panchayats may undertake the following activities.

Welfare Programme,

Local works and their maintenance,

Plan of production for each family in the village,

Promotion of co-operative societies,—in particular,

to assist in the process of making smaller people creditworthy,

Promotion of small savings,

Full employment, and

Prevention of wasteful expenditure on social and religious customs.

(vii) One of the main reasons for the ineffectiveness of the panchayats has been the inadequacy of funds at their disposal. Funds should be provided by the Central or State Governments and the panchayats should be empowered to levy certain types of taxes. They may also be given some 'agency functions' on which they should be given a small commission but in respect of which they should not be required to find any matching resources of their own.

(viii) The question of people's organisations at the levels above the Panchayats is an important one which will require careful and detailed study by a specially selected body of persons.

(c) *Vitalisation of Project Advisory Committees/Block Advisory Committees.*

The following suggestion was made by Community Projects Administration regarding the non-official composition of the Block Advisory Committee :

(i) All Presidents of the Panchayats within the Block.

(ii) Members of Parliament and members of the State Legislature from within the Block.

(iii) A representative of the Co-operative Societies functioning in the Block.

(iv) A representative of the women's organisations, if any, in the Block.

(v) A member from other social service institutions or associations functioning within the Block, such as, Bharat Sevak Samaj.

NOTE : In the case of Blocks which have a very large number of Panchayats, say above 15, the Presidents will elect from amongst themselves not more than 20 and not less than 15 to sit on the Block Advisory Committees.

Members of the Central and State Legislatures will be ex-officio members of these Committees.

This was accepted. The need for bringing in representatives from certain other fields, e.g., Gram Sabhas in Uttar Pradesh, was also recognised. The disadvantages that arise from having a somewhat unwieldy Block Advisory Committee are out-weighed by the advantages which will arise from a fuller representation of all the village institutions and other interests in these Advisory Committees. It was suggested that there should be an annual meeting, the date for which should be fixed sufficiently in advance and intimated to all members, at which the annual programme of work should be considered and also as many important items as are not of an emergent nature. This annual meeting, should be followed by another meeting after six-months, the date for which should also be fixed sufficiently in advance, wherein the progress of work should be reviewed. This procedure should enable Members of Lok Sabha to participate, if they wanted to, in at least two important meetings of the Block Advisory Committee in a year. The dates for other meetings of the Committee should be communicated to all concerned well in advance.

A strong plea was made to make the Block Advisory Committee a really effective people's Committee. Recommendations of the Block Advisory Committee should be generally accepted. A convention should be established that in case the advice of the Committee is not accepted, convincing reason should be given. It was also suggested that the Vice-Chairman of the Committee may be a non-official.

Administrator, Community Projects Administration, gave out as his opinion that the entire responsibility for the planning and execution of programmes may be entrusted to the non-officials in the post-intensive stage. The official machinery should develop and activise popular institutions during the programme period so that these institutions may take over the entire responsibility in the post-intensive stage. This would require further examination.

It was also mentioned that in future it may not be necessary to retain all the existing local institutions, viz., District Boards, Project/Block Advisory Committees, Panchayats, etc. It was suggested that an expert body may be appointed to examine the organisation and functions of these institutions with a view to recommending a future pattern of local self-government at various levels.

The conference refrained from making any recommendations regarding the composition of the District Planning/Advisory/Development Committees, State Planning/Advisory/Development Committees, and Central Advisory Committee as these Committees deal with the entire Five-Year Plan and are not solely concerned with the Community Development Programme and National Extension Service.

(d) and (e) *Non-official Organisations and Complementary Programmes*

It was felt that with the increasing tempo of development work there would be ample room for the non-official organisations to function side by side with the official organisation. At the same time it has to be recognised that in a Welfare State which has accepted the socialist society as its goal, the sphere of welfare activity for the State itself would be ever expanding. In the view of the Conference the time is not ripe to attempt at a demarcation of the respective areas. What is needed at the present stage is a closer collaboration, between the officials and non-officials on the common task.

6. Administration

(a) *Assisting the growth of Technical Departments*

It was emphasised that the system under the National Extension Service, whereby an administrator acts as a co-ordinator of the work of technical officers at various levels, should be maintained. But, while the administrator continues as the leader of the team of the departments at his level, for instance the Block Development Officer at the block level, it is important that the technical officers should not feel a sense of frustration. The responsibility for execution of schemes should be with the technical officers, and that for planning should continue with the administrative officers, with the assistance of the technical officers. The administrative officer relieves the technical officer of his administrative functions, so that the latter can concentrate more on technical work. What is of crucial importance is that the administrator should treat the technical officer as his colleague rather than a subordinate.

As the number of N.E.S. Blocks increases, the number of technical officers at the block level will correspondingly increase. It will, therefore, be necessary to strengthen the supervisory personnel in the technical departments at the sub-divisional, district, and State levels. The strengthening of the personnel should not only be quantitative but also qualitative. In other words the quality of the higher supervisory personnel will have to be of a high order.

(b) *Delegation of powers*

It was noted that while most of the States had delegated large powers to the Development Commissioner and his field staff in regard to the Community Project and N.E.S. Programme, there has been no corresponding

increase in the delegations in the various development departments in the execution of schemes pertaining to the Five-Year Plan, with the result that the execution of departmental schemes tends to get delayed. In the Second Five-Year Plan there are a large number of schemes of the various departments which have to be executed in the Community Project and N.E.S. areas in co-ordination with the Community Development Programme. It is essential that there should be a suitable delegation of powers to the respective departments concerned, so that these schemes do not lag behind the schemes implemented with Community Project funds. The development departments would no doubt consult the Community Project and National Extension Service Officers at various levels before finalising their schemes in these areas, so that the necessary co-ordination can be brought about.

(c) *Delimitation of block boundaries*

It was noted that after the delimitation of block boundries in the States the actual number of blocks for some States may be less than the number of blocks to which the States would be entitled on the criterion adopted by the Community Projects Administration. As the block boundaries should not cut across the administrative boundaries it may be necessary sometimes to have blocks with somewhat larger population with a possible consequent reduction in the total number of blocks for the State. In cases where the population of the block is somewhat large, e.g., about 1.00,000 the blocks may be considered as equivalent to 2 blocks, though it may be administered as a single unit. Where however, the population is less, it should be considered as only one block, even though the population exceeds 65,000.

Some of the blocks now in operation cut across administrative boundaries. The question of their administration in the post-intensive period was examined. It was felt that in such cases it may be possible to allot a new N. E. S. Block adjacent to this block and add some of the villages of the old block to the new block so that the block boundaries will conform to the administrative boundaries. It was recognised that this would mean that certain villages will have the advantage of a longer period of intensive development. The Block Advisory Committee will no doubt bear this in mind in drawing up the overall programme for the new block.

Some of the Community Projects which will be completing their term by September 1956, will have to be spilt up into a larger number of N. E. S. Blocks than their national equivalent. For instance, some of the large projects may have to be delimited into 5 or 6 N. E. S. Blocks and this should be allowed.

Certain sparsely populated States, e.g., Vindhya Pradesh, where big towns with population ranging from 30,000 to 1,00,000 are few and scheduled tribes and scheduled castes predominate in certain areas, may have to be given a large number ot blocks than they are entitled to.

(d) *Administrative co-ordination*

(i) Where the Development Commissioner has been left to execute the programme (as is the case in some States) as one of his own department without adequate assistance and co-ordination from other development departments, the programme has tended to become insular in character and to run the risk of becoming inefficient and ineffective. This danger should be guarded against.

(ii) One of the agencies for promoting co-ordination is the State Development Committee. In some States this Committee does not appear to play an active part. Even where these committees have been constituted, they do not meet frequently to review progress and ensure proper co-ordination. It is desirable to have a regular schedule of meetings of the State Development Committee, e.g., one every month or every two months.

(iii) It is also important to ensure that adequate delegation of powers is given to the officers at various levels charged with the execution of schemes. There should also be a progressive enhancement of powers to these officers in the light of experience gained in the implementation of the programme during the last four years. It should, however, be noted that while the Sub-Divisional Officer, should be given responsibility for the execution of the programme nothing should be done to detract the overall responsibility of the Collector, for the programme.

(e) *Efficiency Rewards as incentives*

The recommendations of the Simla Conference should be implemented in the States where they have not been done so far.

(f) *Field Supervision of programme*

It was emphasised that with the expansion of the programme, arrangements should be made for adequate field supervision. This may be done by—

(i) appointment of field deputies having jurisdiction over a few districts;

(ii) the regular inspection of block offices by the Sub-Divisional Officer and the Collector; and

(iii) inspection of accounts by internal audit parties attached to the Development Commissioner. The object of these inspections should be more to guide than to audit. State Governments may like to devise some suitable proforma for this purpose.

(g) *Administrative Intelligence*

The Conference endorsed the main recommendations and conclusions of the Calcutta Seminar on Administrative Intelligence, already communicated to

the Calcutta Seminar on Administrative Intelligence, already communicated to the State Governments *vide* Community Projects Administration's letter No. CPA/51/55-PPB dated 26-4-1956. The following recommendations were also made:—

(i) *Village Level Workers records and registers* :

The programme Evaluation Organisation of the Planning Commission, while revising the existing forms and registers prescribed for the Village Level Workers, should take into account the forms and registers adopted by the Government of Uttar Pradesh.

(ii) Pending the reports and recommendations of the two Expert Committees set up to go into the details of the Block Survey Report, and fixation of targets etc., the existing practice in regard to these items, viz., the preparation of the Block Survey Report, and assessment of achievements in terms of key indicators of progress should continue. Regarding the quarterly progress report, the recommendations of the Calcutta Seminar should be implemented.

7. General

(a) Information and Public Relations

The following recommendations were made:

(i) A provision of a special fund of Rs. 1 crore should be made for supply of basic and cultural literature and other special educational material to project areas in accordance with the expansion programme for community development visualised in the Second Five Year Plan. State Governments should be consulted for the selection of literature.

(ii) State Governments which have not yet set up Liaison Committees at the State level to look after the establishment and the running of the Information and Community Centres at Block Headquarter centres should do so immediately and get them to start functioning without further delay. Highest priority should be given to the Information Centres in regard to the supply of material. The State Director of Information, in consultation with the Development Commissioner, should study the requirements of the Community Centres in their respective areas and supply suitable literature and material, particularly regional language literature, to these community centres.

(iii) State Governments should forward a list of District Information Centres to the Community Projects Administration so that they could send the literature and material to these centres.

(iv) As regards intensive publicity of Community Development and National Extension Service, the Conference reiterated the recommendation of the Simla Conference that a suitable wing of the State Information and Publicity Department should be organised under an officer of sufficiently high

status, who will be exclusively responsible for publicity work concerning Community Development and National Extension Service. It was found that some States deviated from this recommendation and created special units in the Development Department and not in the State Information and Publicity Department. This deviation should be rectified as soon as possible.

(v) State Governments should undertake the preparation of regional language editions of Community Projects Administration publication in the same way as in the case of other technical manuals.

(vi) Close liaison should be maintained between the Field Publicity Officers of the Ministry of Information and Broadcasting and State Publicity Departments. The use of the publicity equipment (vans and projectors) films, community receiving sets, etc., supplied by the various agencies in the ptoject areas should be properly co-ordinated so as to ensure fullest and effective utilisation of the available resources. Proper film libraries should be maintained at suitable centres.

(vii) State Governments should see to it that the bulk supply of literature by Central agencies like the Ministry of Information and Broadcasting and the Community Projects Administration is not held up at the receiving end but is distributed promptly to the ultimate recipients. It was agreed that to the literature should be supplied direct to the Block Headquarters. The Project Executive Officers and Block Development Officers should ensure that the literature supplied is fully used by the rural people.

(viii) *Song and Drama*

Close liaison should be maintained between the Project authorities and the Radio Stations concerned in the sphere of rural programme and for the popularisation of the song and drama programmes of the All India Radio. Such liaison should include special steps for collection and recording of songs and dramas and special arrangements for staging such dramas in the project areas through the agency of the villagers.

(b) RESEARCH ON COMMUNITY DEVELOPMENT

The Conference supported the idea of field research and experiments being conducted by agencies other than official agencies. It recommended the setting up of a small Standing Committee for the purpose of providing top direction and guidance to such research programme.

On the question of associating the Universities and other institutions with the work relating to the Community Development and N. E. S. Programme, the following arrangements were recommended for trial :—

(i) The Universities and/or other suitable non-official institutions may be entrusted with the task of actually managing some Development Blocks; or preferably,

(ii) The Universities and/or other suitable institutions may be closely associated with the working of Development Blocks without their assumption of any direct responsibility. Their association may take the form of representation in the Block Advisory Committee and/or actual implementation of certain aspects of the programme for which they are specially equipped, e.g., Agriculture, Health and Sanitation, Education etc.

(c) SAMPLE SURVEYS

Regarding crop estimation surveys in the Community Project/Community Development and N.E.S. areas, it was recommended that—

(i) The Development Commissioners should issue immediate directives to the Block Development Officers suggesting that they and the Village Level Workers should take an active interest in the work and assist the N.E.S. staff in every possible way while crop-cutting experiments are conducted in the project areas.

(ii) The National Sample Survey, while working in collaboration with the Department concerned in the States should also keep the State Statistical Bureaus fully informed of the progress of work at all stages; and

(iii) The actual weighment of produce should be conducted by the Village Level Workers in the presence of a group of cultivators and, if possible, a few members of the local panchayat so as to ensure proper assessment of results.

The Conference considered that the proposed survey of the magnitude of employment and unemployment in the Community Project/Community Development and N.E.S. areas as well as the survey in the 26 pilot areas in connection with intensification of the cottage industries programme would be very useful.

(d) SMALL SAVINGS

The following measures were recommended for promoting the small savings movement in the Community Development and N.E.S. areas :—

(i) Sub-Committees of Block Advisory Committees may be constituted specially for the small savings movement and suitable non-officials may be co-opted to these sub-committees.

(ii) District Savings Committees may be considered to be sub-committees of the District Planning Committees in order that there may be an effective liaison between the savings movement and the planning organisation.

(iii) With a view to facilitating the issue of savings certificates, it is necessary that at least one post office savings bank is opened in every block, if not already in existence.

(iv) The Village Level Workers should be given some training either at the Extension Training Centres or through special lectures so that they may explain the aims and objects of the movement to the villagers; and

(v) The audio-visual equipment available in the block could be used for giving publicity to the savings movement.

The following observations were also made in this connection :—

(i) With a view to encouraging the people to save more, the proceeds of small savings should be used, as far as possible, for development work locally and on what people generally consider their own projects.

(ii) Maximum co-ordination is needed among various Government agencies interested in mopping up of small savings in rural areas, viz., Nationalised Insurance, State Bank of India, Post Office Savings Bank, etc.

It was understood that the All India Congress Committee set up a Sub-Committee on Small Savings and that the report of the Sub-Committee would be available soon.

8. Miscellaneous

(i) Special weather messages

The Meteorological Department of the Government of India (Ministry of Communication) prepared a scheme for the dissemination of special weather messages to rural areas through Community Project Units. (A detailed note on the subject was circulated at the Conference). The scheme is proposed to be extended shortly to cover as many Project centres as possible during the coming monsoon. The Regional Directors in-charge of the Weather Forecasting Centres have been requested to contact the Development Commissioners for collecting information regarding the telegraphic addresses of each Project centre to which the special weather messages would be sent. Necessary assistance may be given by the State Governments to these officers and full advantage taken of the scheme.

(ii) Bhoodan Movement

It was suggested that the project staff in the Community Development and N.E.S. areas should take an interest in the Bhoodan movement and other constructive work. They were not expected to actually collect lands but could perhaps, assist in the re-distribution of land already collected by the Bhoodan workers and help promote an atmosphere for Bhoodan.

(iii) Nomenclature for Community Development and National Extension Service

It was suggested that English expression like "Community Project",

"National Extension Service", "Village Level Workers", etc.—should be replaced by Indian terminology. By way of illustration following suggestions were made in this connection—

(a) National Extension Service—'Gram Seva Yojna'.

(b) Community Project—'Gram Vikas Yojna'.

(c) Village Level Worker—'Gram Sevak'.

Further, these may be rendered in local languages in different areas.

(iv) Basic Education

The educational institutions that are coming up in the Community Development and N. E. S. areas should conform to the ideal of rural living. In other words, special efforts should be made to introduce basic education in the project areas. Development Commissioners and others concerned were requested to take sympathetic and appreciative interest in basic education.

(v) '*Unto the last*"

It was suggested that welfare of the poorest scetion of the people—Gandhiji's motto of "Unto the last"—should be the ultimate objective of the Community Development and National Extension Service Movement. Research and evaluation are needed as to what are obstacles which stand in the way of reaching benefits to the "last" person and how best these obstacles can be overcome.

Observations of Sub-Committee

Item No. 3 (f)—Programme for Tribal Areas

I. The Committee considered in detail the programme of work that should be recommended for the special Multi-purpose Projects being initiated in the Tribal and Scheduled areas by the Home Ministry in co-operation with the Community projects Administration.

They were given to understand that these Projects would have at their disposal Rs. 27 lakhs (Rs. 12 lakhs according to the revised C. D. pattern *Plus* Rs. 15 lakhs from the Home Ministry) per Project except in the case of Assam where the budget would be Rs. 10 lakhs more per Project. These Projects would start functioning immediately and would go on for five years—that is, upto the end of the Second Plan period.

The Committee made the following recommendations regarding the normal pattern for these Special Multi-purpose Projects :—

(1) The normal coverage should be the same as that under an N.E.S. Block in the Tribal and Scheduled Areas—that is to say, an average of about 25,000 persons in an area of about 200 sq. miles or so.

(2) The Block selected for the Special Multi-purpose Project in a Tribal or Scheduled Area should coincide with one of the N. E. S. Blocks which has started functioning from the Ist April, 1956, or one of the prospective N.E. S. Blocks marked out under the delimitation now being taken up in the States.

(3) The personnel of a Special Multi-purpose Project should consist of :—

(i) the staff provided in a normal C. D. Block Budget.

plus (ii) such additional staff as will be required in fields like soil conservation, communications, public health, etc, where additional programmes will be taken up.

The staff pattern is indicated in the Statement attached (Annexure I).

The officer-in-charge of the Project should be selected from Civil Service of the State—that is, of the rank of Deputy Collector or equivalent.

(4) The content of the programme should be as suggested in the Statement attached. Apart from Agriculture and Animal Husbandry, special weightage is sought to be given to subjects like Soil Conservation (inducing measures for including the tribals to take to settled cultivation), Communications, Rural Housing, Rural Arts & Crafts, Co-operation, etc.

The budget drawn up is meant to be only a pattern for guidance; it is flexible and the State Governments should have the power to alter the allocations *inter se* (so long as the separate ceilings under "loan" and "other than loan" are not exceeded) taking into account the special needs of the area concerned.

(5) The equipment required for a Special Multi-purpose Project should be the same as for a C. D. Block *plus* a Mobile Health Van (or a jeep station wagon suitably converted).

(6) As comparatively much larger working funds would be available for expenditure in the Special Multi-purpose Projects, the Committee considered it of great importance to ensure that nothing is done in these Projects which would have a tendency to rob the tribal people of that self-reliance and local initiative which would be expected of their neihghbours in the surrounding N.E.S. and C. D. Blocks.

In particular, it is recommended that as regards the classification of the funds under "loan" and "other than loan" heads and the quanta of people's contribution expected in the several items of work, the guiding principles in a Special Multi-purpose Project would be the same as those under the general pattern of a C. D. Block for the Tribal and Scheduled Areas.

(7) The Development Commissioner should be responsible for the implementation of the Special Multi-purpose Projects; the Departments concerned will, under his leadership, draw up and implement the programme in collaboration with the local people on the same lines as is being done now under the Community Development Programme.

II. *Location*

As regards location of these Special Multi-purpose projects members of the Committee were not in a position to give any views without consulting their respective State Governments.

ANNEXURE 1

Estimated Expenditure on a Special Multi-Purpose Project For a Period of Five Years

(This pattern is for guidance only and may be varied to suit local conditions so long as the ceilings under "loan" and "other than loan" are not exceeded).

(Figures in lakhs of Rupees)

Heads	Total	Loan	Other than loan	Remarks
I. Project Headquarters				
**(a) Personnel. ...	4.50	...	4.50	
(b) Transport, furniture, etc. ...	1.00	...	1.00	Includes a Mobile Health Van.
(c) Office and Staff quarters. ...	1.50	1.50	...	
II. Animal Husbandry and Agricultural Extension (including demonstration equipment, key villages, poultry development, etc.)	1.50		1.50	

III. Irrigation, Reclamation, and Soil Conservation. (including incentives for settled cultivation)	4.00	(?)	(?)	(?) To be decided as in C.D. Block for tribal areas.
IV. Health and Rural Sanitation (including drinking water supply) ...	2.00	...	2.00	
V. Education ...	0.75	...	0.75	
VI. Social Education ...	0.75	...	0.75	
VII. Communications...	4.00	...	4.00	
VIII. Rural Arts And Crafts	2.00	...	2.00	
IX. Co-operation (including grain golas, debt redemption, etc.)	2.00	(?)	(?)	(?) To be decided as in Ç. D. Block for tribal areas.
X. Rural Housing ...	2.50	(?)	(?)	-do-
XI. Miscellaneous (including survey, research, etc.)	0.50	...	0.50	
Total ...	27.00	(?)	(?)	

**The Personnel will consist of :—

(i) the staff provided in a normal C.D. Block budget (but for 5 years)

Plus — Rs. 3.35 lakhs.

(ii) the additional personnel indicated below — Rs. 0.97 lakh

1 Assistant Engineer	@ Rs. 300/-p.m.	
1 Engineering Overseer	@ Rs. 200/-p.m.	
1 Medical Officer	@ Rs. 300/-p.m.	(For Mobile Health Unit)
1 Compounder	@ Rs. 100/-p.m.	(For Mobile Health Unit)
2 Mid-wives	@ Rs. 90/-p.m. each	
1 Extension Officer (Soil Conservation)	@ Rs. 200/-p.m.	
1 Head Clerk	@ Rs. 150/-p.m.	
2 Class IV employees	@ Rs. 50/-p.m. each	
1 Driver	@ Rs. 90/-p.m.	
Total	Rs. 1620/-p.m. X 12 X 5)	

(iii) T.A., recurring expenditure such as petrol, stationery, postage, contingencies, etc., @ Rs. 300/-p.m. — Rs. 0. 18 lakh.

Total... Rs 4.50 lakhs.

PART II

REVIEW
of the
OPERATIONAL POSITION
Item I

Fifth Development Commissioners' Conference

(5th to 7th May, 1956)

Item I : Review of Operational Position

(1) Review of Progress—

Since the inauguration of the programme about 3½ years ago it has encompassed nearly 1/4th of the rural population of India. The allotment of blocks and the coverage in terms of area and population, which have generally followed the target set for the First Five-Year Plan, are indicated in the table below :—

	No. of Blocks allotted.	No. of Blocks where work has been started.	No. of villages covered.	Population covered (in million)
	1	2	3	4
Community Projects Blocks.				
1952-53	167	167	25,264	16·4
1953-54	53	53	7,693	4·0
1955-56 (converted)	152	152	15,200	10·0
1956-57 (converted)	185	185	18,500	12·2
National Extension Service Block.				
1953-54	30	30	3,000	2·0
1954-55	142	142	14,200	9·3
1955-56	258	258	25,800	17·0
1956-57	172	172	17,200	11·3
TOTAL	1,159	1,159	1,26,857	82·2

PROGRESS OF GOVERNMENT EXPENDITURE AND PEOPLE'S PARTICIPATION

2. According to the latest reports, total Government expenditure upto 31st December, 1955, in all series of Blocks was Rs. 38.2 crores which is 76% of the *'pro-rata'* target expenditure for this period. In other words, as of December 31, 1955 the Community Projects and N. E. S. Blocks had already spent 76% of what they might have spent during this period under conditions of full spending which seldom exist. This, it will be admitted, should be considered quite satisfactory more so, in view of the fact that the programme was launched in an atmosphere of inexperience and serious shortage of administrative and technical personnel necessary for executing welfare schemes. In the case of 1952-53 Community Projects Blocks, which were the earliest to start operation (in October, 1952), the ratio of Government expenditure to *'pro-rata'* target is 83%.

3. The progress of Community Projects and National Extension Service is to be judged less in terms of the direct expenditure involved or the physical achievements recorded than in relation to the influence which the programme exerts upon the activities of the people. When it is recalled that the value of the contribution which the people have made in various ways to the programme amounts to 56% of the total Government expenditure incurred, the inference is that even though the effort made is in its early stages, it is receiving from the people a degree of response which augurs well for the future.

4. The position with regard to the progress of Government expenditure and people's participation as of December 31, 1955, is summarised in the table below :—

	Government expenditure		People's contribution a√	
	(Rs. crores)	% of '*pro-rata*' target	Value (Rs. crores)	Per 1,000 persons (Rs)
Community Projects/Blocks				
1. 1952-53 series (Oct. '52 to Dec. '55)	20·5	83	8·6	5,167
2. 1953-54 series (Oct. '53 to Dec. '55)	3·3	60	1.7	3,782
3. 1955-56 series (Converted C.D. Blocks)	4·2	45	4·6	3,803
N. E. S. Series				
4. 1953-54 series (Oct. '53 to Dec. '55)	2·9	76	2·7	3,188
5. 1954-55 series (Oct. '54 to Dec. '55)	2·6	59	3·2	1,889
*6. 1955-56 series (April '55 to Dec. '55)	0·4	29	0·6	758
Total	b√ 38·2	76	21·4	3'185

a√ In cash, kind and labour.

b√ Total includes a sum of Rs. 4·3 crores as the estimated cost of imported equipment received upto 31-3-1956.

* Figures relate to 107 Blocks of 258 allotted. This is the over-all position for the country as a whole. There are of course, variations within individual States and different fields of activity.

5. Government expenditure and people's contribution have not only reached a satisfactory level, they have also maintained a steady increase from quarter to quarter since the inception of the programme as will be evident from the table below :—

(* Low because of increased population coverage)

(N. A. Not available)

Quarter ending	Cumulative Govt. expenditure (Total for all Series)		Value of people's contbn. (Total for all series)	
	(Rs. crores)	As %age of *pro-rata'* target. (%)	(Rs. crores)	Value per 1,000 persons (Rs.)
December, 1952	0·1	7	N. A.	N. A.
March, 1953	0·8	20	0·7	456
June, 1953	1·2	20	2·0	699
September, 1953	2·0	24	1·5	395*
December, 1953	2·8)	34	2·0	521*
March, 1954	6·5)		3·3	880
June, 1954	8·6	48	4·4	1,186
September, 1954	10·9	50	5 5	1,482
December, 1954	13·8	55	8·2	1,511
March, 1955	21.3	68	10·6	2,095
June, 1955	25·5	74	15·3	2,690
September, 1955	31·0	72	18·7	2,828
December, 1955	38·2	76	21·4	3,185

Physical achievements :

6. The programme has made considerable strides in the field of physical achievements. Whether in the field of agriculture, animal husbandry, public health, communication, education or social education, the programme has many achievements to its credit. Details of physical achievements have been published from time to time, Special mention may be made of a few significant developments in this regard.

7. In the field of agriculture, among other things, about 80 lakh maunds of chemical fertilizers and 29 lakh maunds of improved seeds were distributed and 11 lakh demonstration farms started as of December 31, 1955. The intake of chemical fertilizers in the C.D. and NES areas is already more than double and that of improved seeds about 4 times compared to the rest of India. These facts lend support to the experience already felt that significant results can be achieved with concentrated efforts to educate the people in better techniques of production. As a result of the various improved farming methods and practices adopted in the CD and N.E.S. areas, the average yields of principal crops like wheat, gram and barley in these areas is estimated to be about 25% higher than the overall average yield of these crops for the country as a whole according to a recent survey conducted by the Directorate of National Sample Survey of Ministry of Finance, Government of India.

8. In the field of irrigation, apart from the fact that about 1.8 million

acres of land have already been brought under irrigation, one of the important achievements is that the cultivator in many parts of the country has learnt to build his own irrigation work. With slight assistance from the official agencies, he is able to build an irrigation tank as he builds his own house. The development of irrigation through co-operation is another important feature of the programme in the project area. The successful functioning of the Irrigation Co-operative Societies in the Kakinanda-Peddapuram Project in Andhra, for example, has clearly demonstrated that in time to come, people are sure to form such irrigation societies for the development of irrigation in this manner. Finally the minor irrigation programme in many parts of the country is already helping to bring quickly the benefits of major irrigation works within the easy reach of farmers.

9. Even in the field of cottage industries, the movement which has been rather slow hitherto, is beginning to gain momentum. The guiding principle in the development of cottage industries in the Project area has been the improvement of existing skill. The approach in this matter is, in fact, the same as in the case of agriculture, viz., to make the artisan a better artisan like making the farmer a better farmer. As of December 31, 1955, 859 production-cum training centres have been set up in various parts of the country for giving the artisans improved training have been given loan assistance to buy better tools and implements. Thus, apart from the fact that this programme has helped to create new products of considerable monetary value and permanent assets in the form of skilled personnel, it has provided part-time and full-time employment to many in the rural areas.

10. Likewise, results obtained so far in the fields of animal husbandry, public health, sanitation, education, social education and communication are quite satisfactory, thanks to the co-operation of the people and the various Governmental agencies participating in the programme.

11. There are no simple yardsticks for assessing the precise effect of such achievements on rural welfare and prosperity. What is, however, significant is that efforts in fields as varied as those mentioned above have become possible largely at the initiative and through the enthusiasm of the people themselves because the community development programme harnesses their energies in a new way. Besides, these achievements are significant as an index of what is practicable on a larger scale.

12. Community Projects and the National Extension Service have come to occupy a place of central importance in those sectors of development which bear most closely upon the welfare of the rural population. Increasingly, the planning of programme for agriculture, education, health, village industries and co-operation will be undertaken in terms of areas selected for intensive work on the pattern of national extension and community projects. These

projects do not fall outside the normal machinery of the various Government agencies. They are intended to integrate and co-ordinate the field of work of these agencies into well-knit programmes carried out in co-operation with the people and, as the extension movement expands, will become the normal pattern of the welfare State in action.

13. Extension services and community organisation are one of the principal sources of vitality in democratic planning. The Second Five Year Plan will reach out to millions of people through the network of community projects and national extension service. These projects are the means by which, through co-operative self-help and local effort, villages and groups of villages can achieve in increasing measure both social change and economic progress and become partners in the National endeavour.

Task ahead.

14. During the period of the First Five Year Plan substantial results have been achieved in many fields. There are, however, vital gaps in the programme which remain to be filled in. The gaps are on the programme side as well as on the administrative and organisational side. On the programme side, while the normal programme of work should continue during the Second Five Year Plan, the fields which will require special emphasis are broadly speaking, the follwing:—

(i) Development of village and small-scale industries with a view to providing additional income, and increasing the quantum of employment in the countryside;

(ii) Development of co-operative activities;

(iii) Intensification of the programme of work among women, children and youth; and

(iv) Intensive effort in the trible areas.

15. On the administrative and organisational side, three steps which appear to be of greatest significance for the future progress of the programme are :—

(i) Strengthening the Technical Departments so that they may have the personnel and the organisation to meet the increasing demand of the extension agency;

(ii) Development and activisation of the popular, self-governing, institutions like panchayats which may be increasingly associated with the programme in all stages and may progressively take over many of the functions now being performed by the project staff; and

(iii) Providing suitable administrative arrangements for effective co-ordination between the extension agency on the one hand and the Technical Departments and popular institutions on the other.

ITEM 1 (ii) : ACTION TAKEN ON THE RECOMMENDATIONS OF THE FOURTH DEVELOPMENT COMMISSIONERS' CONFERENCE.

Two statements (Annexures I & II) showing the action taken by the C.P.A. and State Governments on the various recommendations of the Fourth Development Commissioners' Conference held at Simla from 9th may to 12th may, 1955, are enclosed.

ANNEXURE 1.

Statement showing the action taken by the C.P.A. on the main recommendations of the Fourth Development Commissioners' Conference :

Main Recommendation	Action taken
Cottage and Small-Scale Industries :	
(i) A beginning should be made in about 25 pilot projects which should be started immediately in the C.D.P. areas all over the country for intensive work in the field of cottage industries.	(i) A programme of 26 pilot projects in States for the intensive development of cottage and small-scale industries was launched by C.P.A. *vide* letter No. CPA/CI/&C/112/55-PRG, dated 27-5-1955.
(ii) In order to discuss in greater detail the subject of promotion of cottage industries in C.P.-N.E.S. areas, a special conference may be called after some time to be attended by some Development Commissioners, State Directors of Industries and representatives of the various Boards and Central Ministry.	(ii) An Action Committee with Administrator, C. P. A. as Chairman and consisting of representatives of the Ministry of Commerce & Industry, Ministry of Production, All-India Boards, etc. has already been constituted and has met thrice so far. The recommendations of the committee for intensifying the activities in this field are also communicated to State Governments from time to time. State Governments have also been requested to set up similar Action Committees at State level. The question of how best to promote cottage and small-scale industries has also received attention in the various Inter-State seminars.

Co-operation.

(i) There should be a separate officer on the staff of the N.E.S. for Co-operation and necessary funds found for this purpose from the N.E.S. budget.	(i) It has been suggested to State Governments in this Administration letter No. CPA/9 (6)/P/55, dated 5-10-1955, that the existing officer for "Co-operation & Panchayats', provided in the N.E.S. staffing pattorn should be a wholetime officer for "Co-operation".

Minimum Programme of Social Education.

(i) Social Education work in Blocks should be planned under three types viz., a full programme, a large programme and a small programme.	(i) In this connection paras 1 and 2 of letter No. C P A/40(15)/55-PRG dated 30-7-1957, may be seen.
(ii) It was desirable to start a few pilot projects for intensive work among women and children.	(ii) Pilot projects for intensive work among women and children was launched vide paras 3 and 4 of our letter No. CPA/40(15)/55-PRG, dated 30-7-1955.

Publicity and Public Relations:

(i) Informations - cum - reading rooms and Community Centres should be established at each Block Headquarter.	(i) A number of such centres at Block Headquarters have been opened and the officers of the C.P.A. have also assisted the State Governments in the running of these centres and providing equipment etc.
(ii) The C.P.A. should make arrangements to supply all the publicity material particularly to emphasise the human aspect.	(ii) This is being followed.
(iii) A sub-committee at the State level consisting of the Devolopment Commissioner, Director of Information and a representative of the Central Ministry of I & B stationed at the State capital should be set up in every State to organise the publicity work.	(iii) State Governments have been requested to take steps for the establishment of the committee at State level. In this connection letters No. CPA/Pub/10(61)/55, dated 16-12-55, No. CPA/Pub/1(64)/55, dated 29-12-55and No. CPA/10(6)/2/55, dated 2-1-56, may also kindly be seen.

(iv) The Ministry of I and B should arrange for the production of films, recording of "work songs" and folk songs, production of documentaries etc.	(iv) This matter is being persued actively with the Ministry of I and B.

Forward Planning of the Areas,

(i) The C. P. A. should indicate the number of blocks to each State at least six months ahead of the starting of the programme.	(i) Sufficient notice is given to State Governments when allotments of blocks are made.
(ii) The correlation of research work carried out the laboratories with the actual requirements of the field needs to be considerably improved.	(ii) This matter has also been discussed in the Inter-State seminars and State Governments have been requested to keep this important consideration in view. The C.P.A. have also discussed this matter with the Ministry of Food and Agriculture and as result provision is made in the second five-year plan for promoting research programmes.

Pattern of Development in Tribal Areas.

(i) The N. E. S. pattern of field administration is flexible enough to accommodate modifications that may be necessary in the case of tribal areas.	(i) The question regarding the pattern of development and other allied matters has been considered by the C.P.A. in detail in consultation with the Ministry of Home Affairs. Letter No. CPA/7(32)/P/55 dated 24-3-56 issued to Development Commissioners refers.

Training

(i) A Committee should be appointed by the C.P.A. to examine the entire field of the training programme and make such recommendations as may be indicated to improve the training programmes.	(i) A Committee has already been constituted. The report is awaited.
(ii) Adequate arrangements should be made to organise training programmes for teachers.	(ii) The C. P. A. are launching a scheme in this direction.

(iii) Training camps should be organised for village leaders and young farmers.

(iii) The C. P. A. have already launched a scheme in this direction and have addressed the State Governments on this subject.

(iv) Study tours in and outside India should become a regular feature of the in-service training programme.

(iv) The C. P. A. have already arranged for study tours of officials at various levels connected with the Community Development work both in India as well as in foreign countries in consultation with State Governments. More of such teams will undertake trips in and outside India.

Administrative Intelligence

(i) Quarterly Progress Reports. A Sub-Committee consisting of the Development Commissioner of Uttar Pradesh, Delhi, Punjab, Rajasthan and Vindhya Pradesh, two or three Blocks Development Officers and a representative each of the Central Statistical Organisation, O and M Division of the Ministry of Home Affairs should go into the question of preparation of the quarterly progress report and other matters arising there from.

(i) The quarterly Progress Report proforma was revised in the light of suggestions received from the State Governments and in consultation with the Programme Evaluation Organisation of the Planning Commission and the Central Statistical Organisation. The matter was also discussed in detail at the Seminar on Administrative Intelligence held in Calcutta during March 19-24, 1956.

(ii) C. P. A. should organise at its headquarters in New Delhi a seminar (or seminars) for the Heads of State Statistical Units and a training programme for junior statisticians engaged or likely to be engaged in the work relating to administrative intelligence. The training centres may be located either at the C.P.A. headquarters in New Delhi or at different places on a regional basis according to the convenience of all concerned.

(ii) The first Seminar on Administrative intelligence was held in Calcutta during March 19-24, 1956. Training programmes for Junior State Statisticians should henceforth normally be arranged by the State Government themselves. C. P. A. will, however, be glad to assist if any assistance is required.

ANNEXURE II

Statement showing the position on the action taken by State Governments on the main recommendations of the Fourth Development Commissioners' Conference.

Main Recommendations	Action taken
Review of Operational Position:	
It was pointed out that greater attention was needed in the coming years in the fields of cottage industries, co-operation rural housing and development of people's institution.	The reports received in C. P. A. reveal that State Governments are giving considerable emphasis to the promotion of activities in these fields.
Report of the Programme Evaluation Organisation:	
(i) The integration experiment should be watched carefully.	
(ii) The Collector should be relieved of his routine duties to enable him to devote greater attention to development work.	Noted.
(iii) At the Block level, there should be an officer exclusively charged with responsibility of development the co-operative movement.	
Seed Multiplication:	
It was recommended that good seeds should be propagated in the project areas, and adequate facilities for the storage and distribution etc., should be made.	The Government of Bombay, Madras, Kutch, Coorg, Saurashtra, Madhya Bharat, Andhra and Delhi have replied informing that necessary action is being taken by them to implement the recommendations. Since the Ministry of food and Agriculture have envisaged opening of 3,000 seed multiplication farms in the country during the second five-year plan period. It is hoped that the State Governments will take necessary action to establish these farms soon.

Mixed and Diversified Farming:

The emphasis should continue on growing more food including raising of protective food, drawing of positive programme for promoting vegetable and fruit cultivation and introduction of diversified farming.	State Governments of Bombay Madras, Saurashtra, Madhya Bharat, Coorg, Andhra, Kutch and Delhi have informed that necessary action is being taken.

Agricultural Implements :

A survey of indigenous implements was recommended. Co-operative Societies and Panchayats should be encouraged to stock implements and hire them out to their members or sell them on a hire-purchase basis.	The State Governments of Bombay, Madras, Saurashtra, Madhya Bharat, Coorg, Andhra, Kutch and Delhi have informed that necessary action is being taken to popularise agricultural implements through co-operative societies and Panchayats.

Consolidation of holdings :

The importance of consolidation of holdings was stressed, and it was recommended, among other things that land reform should necessarily precede consolidation work.	State Governments are giving due consideration to the suggestions in this regard.

Improvement of live-stock:

Several steps necessary for the improvement in the supply of pedigree breeding bulls, poultry hatching etc. were suggested.	The State Governments of Punjab, Kutch, Madras, Madhya Bharat, Saurashtra, Coorg and Delhi have replied stating that necessary action is being taken to implement the recommendations.

Cottage and Small-scale Industries :

The following suggestions were made :—

(i) Launching of 25 Pilot projects for intensive development of cottage industries;	26 Pilot projects have already been launched in different parts of the country.
(ii) appointment of a Joint Director, (Extension) for cottage Industries;	Most State Governments have appointed Joint Directors for Cottage Industries.

(iii) provision of adequate staff for development of village and small scale industries is the context of the Second Five Year Plan; and (iv) appointment of Block level extension officers (Cottage Industries)	

Co-operation :

Effective steps were suggested for developing co-operative societies and for promoting and integrated scheme of rural credit. It was also suggested that an Officer exclusively for this subject should be appointed in the N.E.S. Block.	The State Governments are taking necessary steps in this matter in consultation with the Ministry of Food and Agriculture.

Irrigation and Communication :

Due importance should be attached to the existing water courses and the construction of new water courses.	State Governments have taken note of this.
Several recommendations were made for the maintenance of minor irrigation works, to roads and of equipment for roads and minor irrigations,	State Governments have noted the suggestions for implementation vide, letter No. CPA/S/97 (1)/55, dated 31-1-56, in this connection.

Rural Housing

The necessity for a separate engineering staff for promotion of rural housing and giving a short term training course to the staff was emphasised.	No information by State Government is available.

Health and Sanitation

Promotion of primary Health Centres, fostering family planning, adoption of a minimum programme for village sanitation and training of overseers in public Health Engineering were some of the important measures suggested.	Detailed information on the action taken by State Governments on these suggestions is not available. From the information gathered, it appears that the State Governments are giving due importance to the establishment of primary Health centres. Some work has also been done for encouraging family planning. Most State

	Governments do not appear to have as yet implemented the recommendations regarding the minimum programme for village sanitation.
Social Education.	The suggestion that the Social Education Organisers should form part of the State Education Department has been practically accepted by all State Governments. State Governments have also started implementing the minimum programme drawn up by the C. P. A,
	Pilot projects for intensive work among women and children have been launched by the Madhya Pradesh Government.
Forward planning of the Areas	The recommendations in regard to the action to be taken at the pre-extension, extension, intensification and normalisation stages are generally being followed by the State Governments.
People's Participation. Delegation of power to local authorities. [Steps to strengthen People's Organization. Co-ordination with the working of non-official organizations.	Detailed information is not available.
Training.	State Governments are now fully alive to the need for taking advantage of the training facilities provided for, and are generally complying with the suggestions made by C.P.A. from time to time.
Seminars.	Seminars are being held regularly at the Block district and inter-District levels in various states.

CONTENTS OF THE PROGRAMME

Item II

Item II (a) Cottage Industries

A NOTE ON KHADI AND VILLAGE INDUSTRIES BY SHRI G. VENKATACHALLAPATHY, JOINT DEVELOPMENT COMMISSIONER, Madras.

It is well known that India is a land of villages mainly. Naturally, therefore, agriculture has been the time-honoured avocation of a large majority of the population. Even so, owing to the reasons that agriculture does not generally give full employment throughout the year and that the other needs of the people than food had to be met, several village industries were also in vogue in the rural areas of the country. It is well known that centralised industries were practically unknown in the 19th century in the country. And yet the people were having all their wants satisfied. It is also accepted on all hands that many village industries and handicrafts had attained a standard of perfection even according to modern standards. But, unfortunately, all such industries have had a great decline during the not distant past for various reasons which need not be gone into here. Some have virtually died. The result is that they have now to be revived and resuscitated.

2. The main aim of the Second Five Year Plan is to tackle this problem in the context of the elimination of unemployment in the country which is the set goal of the Plan. The revival and resuscitation of the village industries is calculated to play a big part in solving the unemployment problem. Hence, the Plan itself lays considerable stress on the promotion and successfull growth of the village industries. Viewed against this background, it will be readily conceded that the developmental activities of all Governments in the country have necessarily, therefore, to centre round the village industries.

3. Village Industries, however, are many in number and kind. And even the same industry has got different traditions in different areas and consequently different methods are followed in different places in respect of one and the same industry. Another important factor is that the village industries are as yet unorganised. They are pursued generally by individual artisans only in villages and in many villages there is only a single family pursuing a craft or industry. Just as the person who is mainly an agriculturist has to take up some subsidiary occupation to improve his earnings and tide over the slack seasons of the year, the person who is mainly an artisan very often has his own little farm in the village to which he, therefore, feels tied. Thus, both from the point of view of the difference in the methods, practices and traditions from area to area in which the industries are located and the family circumstances of the artisans, the difficulties in organising a drive for the improvement of

village industries are many. It, therefore, renders it necessary that the circumstances relating to each industry and each artisan have to be studied at first hand before measures are initiated for their improvement.

4. When all this is done and the village industry is really rehabilitated at the production stage, there are still the problems of marketing to tackle. They in their turn require a deep and continuous study of the requirements of the rural and urban population with a view to adjust the production to them. In fact, the rehabilitation of the industries at the production stage has itself to take into account the possibilities of the marketability of the goods as well. All this has, of course, to be done if the industries are to be rehabilitated and there is no doubt that all the village industries have now to be rehabilitated if the Plan is to succeed in its objective.

5. The All India Khadi and Village Industries Board has been taking steps to rehabilitate a few selected key village industries. They are:

1. Khadi
2. Handpounding of rice
3. Bee-keeping
4. Atta Chakki
5. Village Oil
6. Match industry
7. Gur and Khandsari
8. Paper making (by hand)
9. Village pottery
10. Soap and non-edible oils
11. Leather industry.

The Board has evolved certain policies in respect of these industries and has also formulated several schemes in respect of them. The Board's policies and schemes are based to some extent on a study of these industries and they may, therefore, be followed with advantage.

6. *While on this subject, however, I wish to emphasise the fact that Khadi is the prince among the village industries. It is an industry that can be universally practiced in as much as hand spinning does not require any great skill and can be picked up after a few hours trial unlike the other village industries which are generally handed down from father to son by heredity or learnt by deligent training under another artisan.* Thus, hand spinning eminently suits all including the old, the decrepit, the infirm, the women at home and children. It is again an industry which does not require any capital worth the name. Charkas are supplied at half price and cotton is also made available in small quantities to suit even small purses. The yarn can be sold without any difficulty and thus even the small capital set apart for these industries can be recouped and pressed into use again and again at frequent intervals. The most important advant-

age that this industry possesses over other village industries is that it does not require a market. The family itself is the market for its own product. From the point of view of the object of the Second Five Year Plan, namely, the elimination of unemployment, the hand spinning industry alone can be confidently expected to provide employment to every agriculturist, who has part-time leisure on his hands and to all fully unemployed persons. The present expectation in wages based on the use of the kisan or other variety of charkas now in vogue is about 6 to 8 annas a day per spinner but with the advent of the Amber Charka at no distant day from now—the All India Khadi and Village Industries Board has decided to introduce it this year (1956-57) on a large scale—the wages will be about Rs. 1 to 1-4-0 per day per spinner. And there is no doubt that, in the present circumstances, this can be called a 'Living wage'. Thus, on account of the advantages which hand spinning possesses and perhaps on account of which it was holding the field all over this country as a major subsidiary occupation that the Father of the Nation selected it as the most important plank in his programme for the advancement of the country. The following extract from a letter written by Gandhiji ? will bear ample testimony to this :

"Of all my outward activities, I do believe that the spinning wheel is the most permanent and the most beneficial. I have abundant proof now to support my statement that the spinning wheel will solve the problem of the economic distress in millions of Indian homes and it constitutes an effective insurance against famine".

7. The Madras Government have been working some Khadi Schemes for about a decade now. The schemes were drawn up in accordance with Mahatma Gandhi's advice. The State Government have, as a result, succeeded in giving employment to over 50,000 families and they hope to further increase their activities during the Second Five Year Plan period. Anyone interested may see for himself the result achieved in this State.

8. For these reasons, I suggest that khadi work may be given the foremost place among all the developmental activities sponsored under the Community Development projects Scheme and also the National Extension Service Scheme, besides any other schemes which may be sponsored by individual State Governments in their States.

Item II (a) (i) Pilot Project for Village & Small Scale Industries.

At the last Development Commissioners' Conference held in Simla it was decided that 26 pilot project areas should be taken up for intensive development of cottage and small-scale industries. This recommendation was accepted and the action taken has been as follows :—

(1) Selection of a Pilot Project area, normally covering about 300 villages, by all the State Governments.

(2) Appointment of a Special Industries Officer for each of the Pilot Project Areas.

(3) A training pragramme for these Industries Officers arranged by the Ministry of Commerce and Industry and the Ministry of Production. The training programme lasted for six weeks and 23 officers have been trained. Another 3 officers are now under training in the Regional Institutes for small industries in Faridabad and Madras.

(4) Appointment of Block Level Extension Officers who have been trained by the Small-Service Industries/Institutes and the All India Khadi and Village Industries Board. These officers work under the Industries Officers in the Cnmmunity Projects Areas.

(5) The programme was envisaged under two heads :—

(*a*) Immediate Programme.

(*b*) A Long-range Programme.

(*a*) *Immediate Programme.* It was considered necessary to launch an immediate programme with the co-operation of the various All India Board dealing with Village and small-scale Industries; otherwise it would take too long to wait for the Industries Officers and their staff to complete their training and then carry out a survey of the project areas and make their recommendations. The immediate programme was, therefore, launched on a basis of asking each of the All India Boards and the State Governments to take up specific schemes as they may consider feasible, which could be initiated immediately in these Project Areas. For this purpose the All India Boards would have to conduct a very brief investigation and three Pilot areas were first taken up, followed by others. The list of schemes sanctioned for these Pilot areas for various types of industries e. g. the Khadi and Village Industries; the Handloom Industries; the Small-scale Industries; etc. is attached in the Annexure. These schemes have been sanctioned and are now in progress of implementation. Pending the long range programme it is proposed to follow this system for other project areas.

(*b*) *Long Range Programme.*

The long-range programme will require an economic investigation of the area to determine the types of industries to be started and at the same time make concrete recommendations for each of these industries. It has been found in practice that there is scope for all the different types of industries and in practical working, conflicts have hardly taken place. The Industries Officers have now completed their training and taken charge of their posts. The investigation would have to be conducted under their auspices. It is proposed to appoint a team of 3 or 4 Investigation Officers in some project areas immediately who would carry out this work. This investigation can then be extended to the other project areas.

(6) *Implementation of Pilot Project Schemes.*

Except at present in the case of the Khadi and Village Industries the schemes for development of Village and Small-scale Industries in these areas are implemented through the State Governments. It is necessary, however, to provide supervision and Technical Assistance where required in order to see that schemes sanctioned are quickly implemented. It may be considered how best this supervision can be provided.

(7) In addition there are schemes of a Pilot nature launched directly by the Central Government and it has been agreed that these should be situated wherever possible in Community Project Areas, i.e.

Small-scale Indusries

(i) The Government have approved of the establishment of small industrial colonies costing about Rs. 10 to 15 lakhs each and the State Governments and the Central Government Institutes for Small Industries have been asked immediately to select 8 suitable sites in the Community Project Areas where those industrial colonies can be started. The first of these has already been sanctioned in Palghat-—Malampuzha area in Madras State at a cost of Rs. 11 lakhs. It is necessary that these schemes should be quickly prepared. The entire finances are met by the Centre.

(ii) There are at present 8 Mobile Workshops on the road run by the Institutes for small industries. It has been decided to raise the number to 24. The Mobile Workshops would operate in units of three each, in Community Project Areas and would stay for sufficiently long periods in each area. The experiment has already proved a success. The 16 additional trucks are now in the course of construction. It is proposed to sanction immediately another 7 units or 21 more Mobile Trucks. This would raise the total strength to 15 units, each unit consisting of 3 Mobile Vans or 45 Vans in all.

(iii) As a follow up it has been decided to set up 8 Workshops where

the same type of machines used for blacksmithy and carpentry would be installed and would be let out on a nominal hire to local artisans to do their ordinary work. If the experiment proves popular this number will also be increased. The sites for these 8 Workshops have to be selected immediately in areas where the Mobile Workshops would operate.

(iv) Through the Small Industries Corporation, small machines are being supplied on a system of hire-purchase and this is being specially linked up with the visits of the Mobile Workshops to the selected Areas.

(v) *The All India Khadi & Village Industries Board.*

The Board has approved a sum of Rs. 1 crore being spent within the current financial year for utilization on Pilot Projects for undertaking various schemes on Khadi and Village Industries, approved by the Board.

General. In this connection, it would also be relevant to mention that some of the pilot projects for co-operation sanctioned by the Ministry of Food and Agriculture are also located in these areas selected for intensive development of village and small-scale industries.

The Community Project Officers for the pilot areas may continue to work directly under the Development Commissioner who will no doubt obtain the advise of the Director of Industries for all programmes in these areas. He should be treated as a representative of the Development Commissioner to render assistance to the Block Development Officer in the execution of the various schemes and getting the Pilot Experiments conducted under his personal supervision. There would be normally Block Level Extension Officer (Industries) directly under the B. D. O. in each of the pilot areas. He would be the person through whom the C.P.O. (Industries) would function. Normaly the Block Level Extension Officer (Industries) would be an officer of the Industries Department in the State under the control of the Director of Industries. For administrative purposes, however, he would be under the control of Block Development Officer as any other Extension Officer at the Block level.

LIST OF SCHEMES FOR DEVELOPMENT OF SMALL INDUSTRIES SANCTIONED IN COMMUNITY PROJECT AREAS.

1. Neyyatinkara-Vilavancode

Pilot Project Area

S. No.	Name of Scheme	Amount sanctioned Grant Rs.	Loan Rs.
(i)	Establishment of smithy at Parassala	26,556	2,000
(ii)	Establishment of smithy at Aralumood	26,556	2,000
(iii)	Establishment of carpentry at Vazhimukku	18,306	2,000
(iv)	Establishment of machine shop	60,681	2,000
(v)	Development of handloom industry	1,93,500	6,73,500
2. Baruipur Block Pilot Community project Centre			
(i)	Development of handloom industry	7,500	5,250
3. Palghat-Malamphuza area			
(i)	Establishment of an Industrial Colony	5,000	52,500
	Total	3,38,099	7,39,250

Item II (a) (1) A note on "Pilot Projects"

by

Shree P. M. Mathai, C. P. A.

Staff for pilot projects :—

It is observed during my tour of particularly west Bengal, Punjab and PEPSU States pilot projects, the ACUTO want of staff to help the Community Project Officer (Industries), for promoting industries in the pilot projects. At the time the pilot projects were conceived during last May, it was persumed that the Community Project Officer (Industries) would have one Block Level Extension Officer (CI) for each Block within the project. Thus, he was expected to have three Extension Officers (Cottage Industries). It was also assumed that the Extension Officers (Co-operation), the 3 blocks, will give the necessary help in organising industrial co-operatives. The question of additional staff was considered in one of the Action Committees and as a result Dr, P. C. Alexander, Deputy Secy., Ministry of Commerce & Industry, wrote a circular letter to all the Secretaries of Industries and State Development Commissioners, directing the Industries Departments that the staff at the disposal of the Industries Deptt. for the pilot project areas should also be placed at the disposal of the C. P. O. (Industries). In actual practice it is found that there may be one Inspector for the whole district and the question of placing any staff of the Industries Deptt. for the pilot project does not arise. Dr. Alexander's letter Dated 24-1-56, further mentioned that if additional field staff is required for small-scale industries, the Ministry of C. & I. will be willing to share the expenses of the additional staff with the State Governments on a 50-50 basis. The States, I observed, are not very enthusiastic about such a proposal.

It is observed that in some of the pilot projects, there is only the C.P. O. (Industries) to look after the intensive development of village and small-scale, industries and he has no organising staff to work with him. Of course, he may get some technical staff included in any scheme that is sanctioned in due course. It is rather unrealistic to expect the C. P. O. (Industries) to work single handed on such an important pilot scheme. This matter, I feel, we may discuss at the Nainital Conference.

The majority of the pilot projects were selected from the 1252 series of Community Projects. Many of the States have already converted these Community Projects into N. E. S. Blocks and the Block Level Extension Officer (CI) if any, appointed under Community Projects were transferred to other Community Development Blocks, because the N. E. S. staff pattern, does not provide for a Block Level Extension Officer (CI).

The C. P. O. (Industries) must have the following minimum personnel office and organizational staff :—

1. Personal staff.	...	Stenographer	(1)
		Peon	(1)
		Driver	(1)
2. Office staff.	...	Accountant	(1)
		Clerk	(1)
3. Field staff.	...	Block Level Extension Officers (CI)	(3)

4. Besides C.P.O. (Industries) should have the assistance of the following staff :—

Block Level Extension Officer (Co-operation);
Gram Sevaks &
Social Organisers.

Any staff of the Industries Department who are posted in the pilot Project area.

5. In order to ensure the success of the pilot project it is absolutely necessary that these minimum organizational staff should be provided for a Community Project Officer (Indus.) Pilot Project. This may, therefore, be specially brought on the agenda for the Development Commissioner's Conference to be held at Nainital.

Sd/—
(P. M. Mathai)

Item II (a) (ii) : Integration of schemes of State Governments Community Project Schemes

Under the Second Five-Year Plan a provision of Rs. 200 crores have been tentatively earmarked for Village and Small-scale Industries. The Karve Committee has suggested tentative allocations of this amount for the various types of industries handled by each All India Board. The Karve Committee has endorsed the view that these industries are more or less of different types requiring direction by different all India bodies and that the present structure of differents Boards dealing with each type of industry may remain. These Boards are as follows :—

(a) **Ministry of Production.**

(i) All India Khadi and Village Industries Board.

(ii) All India Handicrafts Board.

(iii) All India Silk Board.

(b) **Ministry of Commerce and Industry.**

(i) The small Scale Industries Board.

(ii) The All India Handloom Board.

(iii) The Coir Board,

The implementation of most of these schemes would be by the State Governments. The State Governments have drawn up their Second Five-Year Plans for most of these industries. Some of the Basic questions that would arise in this connection are as follows :—

(1) Where other factors are equal, it may be accepted that Community Project Areas where a certain amount of work has already been done would prove the most promising starting point for the programmes of these Boards. A beginning has been tried through the Pilot Project Areas reffered to in a previous Note. It would be, therefore fore State Governments to consider how best to "cash in"—so to speak-on the general developmental programme that has already been carried out and is being carried out in the Community Project Areas. This development programme in the field of agriculture, housing etc. would generate demands for various types of village and small-scale industries products, especially of the common consumer types e.g. agricultural implements, bricks and tiles, house-building material and builder's hardware simple furniture and pottery, common cutlery items etc. It would, therefore, de helpful to programme the development of such village and small-scale

industries in these areas. While it would not be possible to lay down any hard and fast rules on the subject and while it is expected that the entire country would be covered by the National Extension Service under the Second Five-Year Plan, there should be a definite bias towards utilising the community project areas for the programme of development of village and small-scale industries.

(2) This would bring into prominence the need for very close contact between the Development Commissioner in the States, and in the Industries or other Departments of the State Governments who are concerned with the implementation of the programme for village and small-scale industries. How best this would be effected may be considered by the Conference.

(3) Certain patterns of financial assistance have been laid down for most types of industries and these have been explained in the Reports and Pamphlets issued by the All India Boards. Hitherto the Community Projects Administration had also carried out an industrial development programme financed out of a distinct allocation. Obviously, it would be difficult to have two different patterns of financial assistance being followed in the same Area, one on the lines laid down by the All India Boards and the other on the lines laid down for the CPA allocation. While there may be certain directions in which the scope of financial assistance may extend further under one or either of these, it is necessary that on common aspects the pattern of financial assistance should be the same. As an example, the provision of credit to a small-scale unit followed by the All India Small-scale Industries Board and accepted by State Governments is that loans should be made available up to 75% of the investment required, and the remaining 25% should come from the concerned party. The rates of interest have also been substantially reduced to 3 per cent with a special concession of 2½% to Industrial co-operatives. If out of the CPA allocation, loans are also being given to small-scale units it will be necessary that the same pattern of assistance is adopted.

Item II (a) (iii): Extension Service for Cottage & Small Scale Industries

The idea of an Extension Service has come to stay in India. It has been operated so far with considerable success in certain fields by the Community Projects Administration and it has been decided that the same system should be extended to the field of village and small scale industries.

2. The Report of an International Team on Small Industries sponsored by the Ford Foundation laid emphasis on this aspect of an Industrial Extension Service. Such an Extension Service can be considered under two broad aspects :—

(1) For general purposes in the Industrial Field

Extension work is basically of an educational nature calculated to infuse in the people the desire for greater skill and better knowledge and aptitude. Its success depends upon in the first instance upon acceptance of what the people want, even if according to the plan it is not at all of highest priority. It should also endeavour to educate the people to ask for things which from the rational and scientific point of view are of highest priority. In order to accomplish this, there should be an agency to carry out this mission or job.

The Gram Sevak or VLW is a multi-purpose worker at the village level for a group of villages and he is considered as the agent of all departments and the link between the people and the Government. The role of Gram Sevaks in the Industrial Extension Service has to be considered. No doubt, today he is not trained to serve the purpose and to create an alternate Rural Industrial Extension agency worker at this stage is out of the question as the country's resources do not permit it. Hence it is necessary to make the Gram Sevak an effective agent of the Industrial Extension Service at the village level.

The last Development Commissioner's Conference resolved that a Block Level Extension Officer (CI) should be appointed for each NES and Community Development block. In fact this decision has not yet been fully implemented by all the States but it is hoped that in due course these Block Level Extension Officers will be appointed for each C.D. Block. Arrangements have already been made by the All India Khadi & Village Industries Board and also by the Small Scale Industries Board to train these Block Level Extension Officers (CI). The Officers trained by the Khadi Board will be posted in areas where there are greater chances of promoting village industries and those trained by the Small Scale Industries Board will be more suitable for areas where there is a better scope to promote small scale industries. All these officers have been

oriented on the programme of all the All India Boards although emphasis differs in respect of the two types of training.

(2) **Technical Extension Service**

The extension workers mentioned under item (1) above would not be Specialists or technical Officers in any particular field. This would have to be provided by different agencies. In the small scale industries field, the establishment of such Technical Extension centres has already been approved and initiated. While the country would be roughly divided into 4 regions (possibly with a 5th region which will be under the overall charge of an Institute for Small Industries), these Institutes would branch out into various Technical Extension Service Centres. In the first place, there would be smaller multi-purpose Institutes and Branch Units. The Government have approved of 5 smaller Institutes in Ludhiana, Rajkot, Patna and Travancore-Cochin. They have also approved of Branch Units in various places e.g. Cuttak, Allahabad Agra, Bangalore, etc. These Institutes will be staffed by Technical Officers wh would act as an Industrial Extension Service. In addition, Extension Service Centres would be established in places where there are small industries of a particular type concentrated.

WHAT IS "TO EXTEND"

While considering the establishment of an Extension Service, it is very desireable to review "What is there to extend". Today we are in a fortunate position since there are six All India Boards who are giving their full thought and energy in promoting the development of Village and Small Scale Industries in the country. Besides, the Ministries of C & I and Production are giving great importance to these programmes which have got the greatest potential of employment during the Second Five-Year Plan period, and providing the bins for a decentralised society visualised in the socialist pattern. These Boards have their experts both at the Centre and also at regional level. Some of them have also just started their Research Centres which would be in a position to achieve useful results for application in the promotion of rural industries in the villages. At present, there is no sustained effort being made towards co-relating the research work carried out in the laboratories to the actual work done in the field. There is already certain research work in the hands of the various laboratories in the country, which have been working on many problems in an isolated manner. As the purpose of the extension service is to serve as a conduit pipe between this store of knowledge and mass of people, it will be necessary to take steps to see that the results of research are made available to the villagers and their problems carried to technical experts in the research laboratories for satisfactory solution. The normal staff in the Industrial Extension Service should remain as an agency and should not take up any research work directly. Each All India Board should assess and compile the

research achievements that are available for extension and should place in the hands of the Industrial Extension Service for utilization or application.

The Extension Service should also have to see that proper supply line is kept up for raw materials etc. The Extension Service should have the knowledge of the types of agencies and marketing facilities that are available to assist village and small scale industries.

The credit facilities that artisans could take advantage of both from the co-operative sector as well as the Government should also be linked up with the Extension Service. Regarding financing, special attention is invited to the recommendation of the Karve Committee on village and small scale industries. The Karve Committee has recommended that the agency of Finance Corporation should be used for purpose of providing long term credit to village and small scale industries. A special Cottage Industries Section should be set up as an assential part of the structure of the different corporation. The Committee also admitted that the existing Financing Agencies are themselves not sufficiently adjusted to the needs of village and small scale industries. But with an assured programme of Extension Service in the Sector, institutional practices can be suitably developed or registered as they already have taken to be in the field of agriculture and credit. The entire credit structure for rural development should constitute an integrated Service.

Item II (a) (iv) : Training of Industrial Staff.

In order to maintain a Village and Small Scale Industries Extension Service, State Governments have been asked to provide the following minimum staff at various levels.

(a) **At the State Headquarters :**

(i) Additional Director of Village & Small Scale Industries. Joint Directors.

(ii) Technical Experts in Industries.

(b) **District Level :**

(i) District Industries Officer.

(c) **Block Level** (for **100** villages) for each Community Development Block.

(i) Extension Officer (Cottage Industries),

(ii) A Technical Expert in Blacksmithy and carpentary and a technical expert in khadi and Village Industries.

(d) **Village Level :**

(i) V.L.W. or Gram Sevak.

As pointed out by the Planning Commission in the Draft Outline, at present in many States the available organisation, technical and administrative is weak at the State Level. At the district level it is scarcely equipped to undertake the responsibilities envisaged in the Second Five-Year Plan. In fact a stage has reached when each State has to build for itself in association with the N.E.S. movement an efficient organisation for village and small scale industries which can operate directly in small towns as well as in rural areas.

The Last Development Commissioners Conference held at Simla passed the following resolutions :—

(1) "State Governments will take immediate action for the appointment of a Joint Director (Extension) for Cottage Industries wherever it has not been done.

(2) State Government will also examine the question of making provision for adequate staff for development of village and small scale industries both at the district and sub-divisional levels in the context of the Second Five-Year Plan.

(3) At the Block Level although it should be the aim to have one officer for the development of cottage industries for every N.E.S. Block, to start with about 700 of such officers would be trained during the next year

200 by the Small Scale Industries Board. The minimum qualifications for the former would be a diploma in technical subjects. As regards the 500 candidates to be trained by the Khadi Board, they should be graduates preferably in Science or Economics. State Governments should take early steps to create these posts and recruit suitable persons for training.

(4) The Conference recommended that steps should be taken to create and fill the posts of Block Level Extension Officers (Cottage Industries) for Community Development Blocks and N.E.S."

In the light of the recommendation of the Last Conference of the development Commissioners and also the decision of the Planning Commission it is emphasised that immediate action should be taken by the State Governments, to strengthen the Industries Department to cope up with the programmes envisaged in the Second Five-Year Plan.

Training

In this connection it is realised that competent personnel for filling up all these posts are not available in the country. It is, therefore, of utmost importance to train the required personnel. It is suggested that, as a first step, Block Level Extension Officers (C.I.) be trained for Community Development Blocks only. The total number required to be trained will then be 1,120+620 =1,740, or say 2,000 at the most during the next five years. The Small Scale Industries Board and the All India Khadi and Village Industries Board have already made arrangements to train Block Level Extension Officers (Cottage Industries). The Small Scale Industries Board have made arrangements for training of 200 such officers per year. The Khadi Board has so far made arrangements for 200 persons per year.

Similar training for the District Officers is also to be planned. If the Development Commissioners approve of this and the State governments desire such a training, a suitable training programme will be drawn up by the Central Government in consultation with the appropriate Ministries and All India Boards. In this connection reference is made about the short training of 23 Community Projects Officers (Industries), conducted under the auspices of the Regional Institute, Bombay, Ministry of Commerce and Industry, with the participation of the All India Boards, C.P.A , some of the State Governments and few private institutions. Similar training for a longer duration but with greater thoroughness could be arranged for the District Industries Officers. It is expected 300 will have to be trained.

Training of orientation for 12 joint Directors deputed by State Governments was also conducted under auspices of the Ministry of Commerce and Industry. Those joint Directors who were not appointed and could not participate in the orientation course can have a similar orientation training during in the course of the current year.

As regards training of Technical Experts to be appointed at the State Level, graduates or post graduates in engineering subjects with adequate training and experience in the type of industries concerned could be appointed for such posts.

As regards technical experts required for the Block Level, certain training programmes are already in existence in the country, run by the State Governments, Ministry of Labour and also All India Khadi and Village Industries Board. In consultation with the Ministry of Labour it should be possible to arrange to train more such technical experts if required by State Governments, in case there is a deficiency in certain trades in the States.

Another important item of training to be considered is the necessary training or orientation in village and small scale industries to be imparted to the "Multipurpose V.L.W". According to the present arrangement it is the responsibility of the Ministry of Food & Agriculture to train these V.L.Ws. They are given 18 months training. Out of which 12 months is a basic training in agriculture and 6 months in Extension work. Out of the total of about 3,600 hours of training for 18 months for a Gram Sevak, at present only 75 hours are alloted for Cottage Industries. The Ministry of Food & Agriculture is prepared to increase the number of hours for the training in village and small scale industries from 75 to 125 hours. The idea is not to train a Gram Sevak as a technical expert in any industry. He should be an informent to assist the villagers or artisans in acquainting them with the programmes of village and small scale industries and guide them to the appropriate staff at other levels for getting the necessary help for starting village industries etc. It is felt that the present allocation of 125 hours out of 3,600 is quite inadequate to give a reasonal training in village and small scale industries. There are 43 extension centres already existing in the country. It is expected that the number will increase to 72 during the Second Five-Year Plan to train the required number of Village Level Workers.

Item II (b) : Co-operation

The main problems of Co-operation in so far as the national extension service is concerned have been discussed repeatedly at the last three Development Commissioners' conferences held in 1953, 1954 and 1955.

2. At the Second Development Commissioners' Conference held in April, 1953, the Deputy Chairman, Planning Commission observed as follows :

"The tests (for judging the success of the projects) to be applied are these..............Has every family in the area become 'creditworthy' and is every family represented, on its own qualifications in at least one co-operative society ?......Then there should be a village multi-purpose co-operative society on which..............practically every agriculturist family should be represented and it will buy and sell for its members, own implements to be let out to them, etc."

3. Among the main recommendations and conclusions of the Third Development Commissioners' Conference held in May 1954 those relating to Co-operation were as follows :—

(1) Any activity which cannot be undertaken by an individual and is suitable for being handled by more than one person for technological reasons or otherwise must be taken up through an association of people on a mutual service basis. Co-operation is one of the most important forms of such an association.

(2) A multi-purpose co-operative society to handle credit, distribution of seeds and fertilisers. etc. should be aimed at for every village or a group of villages depending upon the density of population.

(3) States should consider extending short-term credit facilities to 'non-creditworthy' agriculturists on their security of tenure.

(4) The village level worker or village school master or panchayat secretary may also work as secretary of the village multi-purpose co-operative society.

4. At the Fourth Development Commissioners' Conference held in May 1955, the main recommendations and conclusions relating to Co-operation were as follows :—

(1) Institutional credit through co-operative societies will be made available for all purposes of agricultural development which will make it possible for the staff of National Extension Movement to reach almost all families in a village which have interest in agriculture.

(2) The basis of credit will not be conefind to possession of assets by the borrower but will consist primarily in the assurance of productive use of the loan.

(3) The co-operative credit system must also provide adequate finance for the adoption of programmes of long-term development schemes such as soil conservation, consolidation, well-sinking, bunding, etc.

(4) In order to carry out effectively the integrated scheme of rural credit, there should be at least one multi-purpose co-operative society for each village level worker's circle.

(5) An endeavour should be made to make every family a member of a co-operative society.

(6) The activities of the multi-purpose societies should cover all the aspects of the village production economy.

(7) In order to encourage the co-operative movement, *taccavi* loans should be given only through co-operative societies in areas where these societies have been firmly established.

(8) There is need for having co-operative societies for processing, marketing and supplies on *mandi* town level. These societies should have adequate facilities for godowns and warehouses.

5. In the draft outline of the Second Five-Year Plan, amongst others, the following recommendations have been made.

(1) Every family in a village should be a member of at least one co-operative society.

(2) The co-operative movement should aim at making every family in the village creditworthy.

(3) In determining the size of the primary societies, it is important that on the one hand the society should be large enough to be a viable unit to be able to provide a competent committee of management and on the other, it should not be so large that the committee of management cannot keep in touch with individual families and undertake their rehabilitation.

(4) From credit, Co-operation has to extend to a number of other activities in the village including co-operative farming.

(5) Marketing of agricultural produce should be an important and integral part of the co-operative development programme of the next five years.

6. From the above it will be seen that the need for organising village multi-purpose co-operatives, bringing in every family into the fold of co-operation, making credit available to what are called 'non-creditworthy' or 'uneconomic' agriculturists, taking up the marketing of agricultural commodities through co-operatives, etc. is being increasingly felt for a proper development of the rural area. The National Extension Service has throughout been expected, apart from creating the necessary psychological responsiveness among people

to the co-operative idea, to help increase the number and the membership of co-operatives. In future special emphasis will be placed on certain specific points, some of which are as follows :

(1) The shift of emphasis from enrolment of individual members to enrolment of 'village families', the objective being to have every 'village family' represented on a society. It will not do now to have, say, all or most of the members of a few families enrolled as members. What is required now is to have at least one member of *each family* enrolled as a member of a co-operative society. The approach will thus be family wise and not individual wise, though of course as many members of a family should be enrolled as possible.

(2) Marketing of agricultural produce through co-operatives is by far the most outstanding part of the co-operative programme of the second plan. Experience has shown that unless agricultural credit and agricultural marketing are closely linked to each other or better still knit together, neither of them has a chance of great success. The second plan, therefore, emphasizes the organisation of marketing societies, both at the primary and the central level. The N.E.S. will largely be concerned with the organisation of the primary producers' co-operatives though by organising such co-operatives on secure and sound footing, they will be making a substantial contribution towards the shaping and firm establishment of co-operatives at a higher level. Co-operatives for the marketing of agricultural produce and co-operatives for the marketing of fruit, vegetables and milk (in areas from which these commodities are taken or can economically be taken to towns) should be organised on a large-scale. The Planning Commission and the Rural Credit Survey Committee have indicated broadly the criteria for determining the optimum 'size' of a primary co-operative. The larger the percentage of the surplus of agricultural animal and horticultural commodities that are sold through co-operatives, the greater will be the benefit to the rural communities, as it will stablise and strengthen the rural credit structure, will save losses and augment resources, apart from producing the *esprit de corps* so essential for a vigorous development of rural areas.

(3) Construction of godowns by societies for the storage of agricultural commodities, fertilisers and manures, agricultural implements, etc.; construction of roads linking up these godowns and stores with different villages and with nearby mandies, will facilitiate co-operative marketing.

(4) For a proper working and development of the co-operative movement in the villages as indeed for the co-operative movement as a whole, financial stability is essential, for co-operation is largely an economic programme. Efforts should, therefore, be made to raise the owned capital of the primary co-operatives and the National Extension Service staff should try to persuade the people to contribute to the limit of their capacity towards the working and owned capital of these co-operatives.

7. In the circumstances given above, the following points require special consideration at the next Development Commissioners' Conference.

(1) To what extent distribution of *taccavi* has been channelled through co-operatives and what further steps are necessary to implement the policy decision in regard to this matter;

(2) What steps have been taken and should in future be taken to ensure that credit for productive purposes at reasonable terms becomes available to 'non-creditworthy' or 'uneconomic' agriculturists;

(3) What steps should be taken to make every family in the village creditworthy;

(4) The part that a *Gram Sevak* should play in making every family in a village member of at least one co-operative society;

(5) Organisation of co-operatives of primary producers of fruit, vegetables and milk in areas which supply these commodities to towns or from which such supplies can be economically arranged;

(6) A clear demarcation between the duties and responsibilities of a *gram sevak* and other officials of the National Extension Service on one side and the officials of the technical development department concerned on the other. (Unless there is a clear cut division of duties and responsibility for failure can be fixed definitely on some one particular official, progress will not be satisfactory);

(7) The key indicators of progress in the field of co-operation at present are (a) number of new co-operative societies started and (b) number of new members enrolled in new and existing co-operative societies. In view of the aim of making every village family a member of one or the other co-operative society, and stabilising the economic condition of the co-operatives, the following may also be added to the list of 'key indicators'.

(i) number of village families enrolled as members of co-operative societies;

(ii) amount of share capital raised;

(iii) in areas where co-operative marketing of fruit and vegetables and milk can be organised, the number of such societies organised and the number of members enrolled to such societies;

(iv) the percentage of the agricultural commodities marketed through primary marketing societies.

Item II (c) : Agriculture

Rational Land Use-including Consolidation of Holdings

The possibility of bringing new areas under cultivation is limited, and therefore, our ever-growing population must be supported on the present agricultural land. Further, in many respects, the present agricultural situation is such that it cannot sustain the intelligent use of the land and water resources of our country. Some of its important characteristics are, to heavy a pressure of human and animal population, rights regarding the ownership and inheritance of land, and the absence of alternative fuels. In effect our ability to meet the increasing demand on agriculture will largely depend upon how best we can use the soil and water related to land.

2. At present full utilization of land is not possible in many areas because the fertile lands often lack adequate rainfall, and the areas which have adequate rainfall or irrigation facilities, lack in fertility. The fertility and moisture retaining capacity also differ from field to field, which makes the consolidation of holdings difficult. In addition, good agricultural land is often being diverted to suburban development, industrial expansion and roads. Water which is the major limiting factor to expanding agriculture, sometimes causes erosion, water logging and salinity. The need for re-planning with regard to such resources is, therefore, urgent and includes the following :—

(a) Soil and water conservation measures.

(b) Re-alignment and remodelling of water courses to increase the efficiency or irrigation and drainage and to accelerate the wise use of water.

(c) The classification of land according to its capability and adoption of better land use methods. Land capability inventories will help in determining what land is suited for irrigation and the best kind of irrigation; and cropping that would be needed to ensure safe and most productive use of land.

(d) Consolidation of holdings resulting in realignment of roads, provision of new roads, village sites, play grounds fuel plantation, grazing grounds etc.

(e) Reduction in number of marginal holdings and provision of ample productive credit coupled with saving campaign and reduction in unproductive social expenditure will help in developing agricultural production to meet the growing needs of the population in respect of food, cattle feed, raw-materials, timber, fuel, etc.

If the re-planning of land can be carried out in a single operation embracing the above points, better use of land can be quickly brought about.

3. There are two stages when this re-planning can be envisaged in our present set up of planning. The first is the pre-community development stage (i.e. NES, stage for 2 years), and the other is the Community development stage for 3 years. In the former stage, the confidence of the farmers is gained and they are shown the scope that exists for stepping up agricultural production and thereby increasing their income. In the latter stage, more intimate knowledge of the people and the local conditions is available and additional staff. As provided to execute the programme. It may, therefore, be appropriate to take up re-planning in the Community development stage.

4. During both these stages separate programmes for the development of agriculture will have to be worked out. Accordingly a minimum programme together with the physical targets for each stage is suggested below :—

A. Pre-Community Development. Stage (2 years)

Programme :

(i) Preparation of the village agricultural programme.

(ii) Introduction of improved seeds.

(iii) Conservation of dung and other wastes (compost making) popularisation of the green manures and fertilizers.

(iv) Introduction of improved agricultural implements.

(v) Introduction of plant protection measures.

(vi) Expansion of vegetable and fruit cultivation.

(vii) Increase in the area under irrigation through minor irrigation works.

(viii) Establishment of a seed multiplication farm and a horticultural and arboricultural nursery for each block.

Targets :

(i) Occular demonstrations.

(a) 3 demonstrations per village level worker for each important crop for which improved seeds are available.

(b) 3 manurial demonstrations for each village level worker on improved crops in the village.

(c) 1 composite demonstration per village including improved seeds, fertilizers and improved tillage methods but exclusive/of the demonstration of sugarcane.

(ii) Production of enough improved seeds within a block to cover at-least 10% of the cropped area of the block.

(iii) Popularisation of the use of fertilizers and green manures in atleast 10% of the cropped area.

(iv) Increasing the production of vegetables and fruits so as to provide with 6 oz. of these per person per day.

B. Community Development Stage (3 years)

Programme :

(i) Carrying out of land and water survey of the entire block including the following :—

(a) Requirements for :

(i) Soil and water conservation.

(ii) Irrigation and drainage.

(iii) Communication, village sites, play grounds etc.

(b) Classification of agricultural, grazing, forest and waste land.

(c) Collection of required data for consolidation of holdings.

(ii) Preparation of master-plan based on land and water survey providing necessary human animal needs in respect of crops, fruits, vegetables, fodders, cattle of feeds, raw-materials, timber and fuel requirements.

(iii) Implementation of this master-plan in atleast one village per village level workers' circle.

(iv) Organisation of one Co-operative Marketing Union for each block and one Ware-house for each village level worker in his circle.

(v) Training of atleast 2 active farm leaders for each village.

(vi) Organisation of 2 Farm Youth Clubs per village level worker.

Targets :

(i) Organization of a systematic and continuous renewal of improved seeds in 70% of the area under each of the important crops.

(ii) Adoption of green manuring as a normal practice every year for 1/3 of the area under irrigation or assured rainfall.

(iii) Consumption of 5 lbs. of Nitrogen and 3 lbs. of P205 fertilizers per acre for the total cropped area.

(iv) Increase in the production of fodders by 25%.

(v) Provision of 1/5 of an acre under fruits and vegetables per family.

(vi) Active participation by each farmer in a Co-operative Society with a minimum share capital of Rs. 10/-

Points for discussion in the conference :

(1) The stage at which re-planning and re-organisation of land (soil and water conservation, re-arrangements of irrigation, drainage and communication, and consolidation of holdings) should be taken up for execution.

(2) Tne period during which re-planning of land should be completed within a block.

(3) The additional staff required for carrying out such operations, its availability and the arrangements for their training.

(4) The minimum agricultural programme in the Pre-Community Development Stage.

(5) The minimum agricultural programme during the Community Development Stage.

(6) Arrangements to re-plan the land in the Community Development blocks which are due to reversion to the N.E.S. pattern.

Item II (c) A note on "Agriculture" of the Agenda (prepared by the ICAR, Ministry of Food & Agriculture)

At the instance of the Planning Commission, early in 1951, a high level Committee to investigate into the production and marketing of some of the important dollar-earning crops like pepper, was set up in the Ministry of Food and Agriculture. The Committee which was given the name of Spices Enquiry Committee prominently brought out in its report the fact that research and development of pepper which was an important dollar-earner for the country, had remained neglected for a long period. The Committee, therefore, recommended that in order to increase internal production of this spice, steps should be taken to

(i) encourage intensive methods of cultivation in all the existing pepper gardens,

(ii) replace the old and uneconomic vines in all the existing pepper plantations, and

(iii) cultivate pepper in new areas wherever there are possibilities of introducing the crop.

In pursuance of the above recommendations, the Government of Travancore-Cochin, Madras, Bombay, Mysore, Coorg, Andhra, Assam, and Andaman and Nicobar Islands were addressed to prepare and submit con-crete schemes for the developments of cultivation of pepper. The scheme received from the Government of Madras was sanctioned at a total cost of Rs.2,08,760/- spread over a period of two years. The Governments of Coorg, Travancore-Cochin, Mysore and Andaman and Nicobar Islands agreed to take up the scheme during the 2nd Plan period, while Bombay, Andra and Assam did not want any development scheme on pepper in their States.

During the 1st Plan period, the Ministry of Finance and the Planning Commission agreed in principle to finance, from the Centre, pepper development schemes in full. During the 2nd Plan period the Planning Commission agreed to a provision of Rs. 50 lakhs for the development of pepper cultivation in India. But when the schemes received from the Governments of Travancore Cochin, Mysore and Coorg were referred to the Ministry of Finance for their concurrence, the latter did not agree to the pattern of assistance adopted in the 1st Plan period being continued in the 2nd Plan period.

The views of the Ministry of Finance were brought to the notice of the Central Spices and Cashewnut Committee at its last meeting held on 8th

March, 1956 at Trivandrum to consider the future line of action in the matter. The Committee after some discussion decided that nurseries for the production of pepper plants of guaranteed quality should be established in pepper growing areas and that the work of distribution of plants raised in these nurseries should be done through the agency of the National Extension Service and the Community Projects Administration. It was considered that it would be possible for the National Extension Service and the Community Projects Administration to establish nurseries in the pepper growing areas from their own funds. Similarly the distribution could be done by the staff in the blocks by utilising transport facilities already available with the two organisations. The Committee further suggested that this matter should be taken up for discussion at the next Development Commissioners' Conference.

The matter is for consideration by the Conference.

(S.K.Mirchandani)
Additional Secretary ICAR
27. 4. 56.

Item II (d) (i)—Medical & Public Health—Primary Health Centre.

One of the main recommendations of the Fourth Development Commissioners' Conference held at Simla in May, 1955 was that "A primary health centre and 3 maternity sub-centres are assential for each NES Block and steps should be taken to establish these centres. A trained dai should also be provided for each V. L. W.'s circle."

As a result of the above recommendations, State Plans have made provisions for setting up of about 2,000 primary health centres. In addition 1,120 primary health centres are proposed to be set up in those blocks which are to be converted into community development blocks for intensive development. The establishment of these primary health centres is of fundamental importance because it is from these centres that health services both curative and preventive will radiate into the homes of the villagers. In fact, as Rajkumari Amrit Kaur, Central Minister of Health stated at the inauguration of a health centre at Calcutta that "Health centres should form the core of all our health planning and should act as most important pivot on which machinery of State's medical care should revolve."

There has been some delay in setting up of primary health centres in the NES blocks that have already been converted for intensive development. This has been due to the fact that both Development Commissioners and Administrative Medical Officers of the States have had to consult the District Devlopment Officer (Collector) and District Medical Officer before arriving at decision. It is suggested that to avoid delay, selection for locating P. H. Cs. may be made as soon as the number of NES Blocks to be converted into intensive development is intimated to the State Government.

It may also be stated that some All-India Health programmes are in operation on a national scale, like National Malaria Control, National Dilaria Control, Leprosy Control, National Water Supply and Sewage, Tuberculosis Control, etc. in most of the State. It is suggested that after the initial period of these progrmmes is over, these services may be integrated with the other health services at the primary health centre. This will necessitate the appointment of some additional staff at the primary health centres, otherwise it may be difficult for the State Governments to maintain the huge staff which is necessary at the initial stages of development of these special health programmes.

Staff:

(*a*) *Recruitment:*— The minimum staff recommended for the primary health centre (one doctor, one compounder, one sanitary health inspector, lady health visitor and 4 midwives) is still not in position in many of the health centres. Some of the steps, mentioned below, for attracting candidates to these posts were discussed at the last Development Commissioners' Conference:

(i) Security of tenure;

(ii) Provision of residential accommodation;

(iii) Reasonable non-practising rural allowances;

(iv) Revision of existing pay scales, or at least higher initial start in the existing scales;

(v) Provision of transport.

Majority of State Governments have taken action on these recommendations and have been able to secure adequate staff. But a good few State Governments have not been able to create conditions so far to attract recruitment. It is hoped that these States will take adequate action in this matter as soon as possible.

(*b*) *Training* :— (i) Majority of State Governments are proceeding with the augumentation of training programmes and taking advantage of the financial assistance offered by the Central Ministry of Health for training of lady health vtsitors, auxiliary-nurse midwives and midwives. But a few State Governments are still considering the question of taking advantage of Central Health Ministry's assistance.

(ii) *Training of indigenous dais* :— A great deal has to be done with regard to the training of dais who are already doing domicilliary midwifery in the villages. These women have to be trained at their work. In this connection Central Ministry of Health issued instructions offering financial assistance. It is suggested that early action may please be taken in this matter.

(*c*) *Co-ordination* :—Much is still to be done to bring about co-ordination between the medical and public health personnel with the V. L. Ws. and S. E. Os. These category of personnel can speed up the health programme by making concerted action.

Transport :— Lack of transport to the medical and public health staff is still standing in the way of carrying medical services to the people in a number of States. It is suggested that some sort of transport should, definitely, be earmarked for the medical and public health personnel.

Item II (d) (ii) Family Planning :

Among other things the second five-year plan has laid great emphasis on family planning. The programme of family planning started during the first plan, will be continued on a substantially increased scale. It is proposed to set up 2,000 rural clinics during the second plan period.

2. The motivating force behind the need for family planning is (i) inability to feed clothe and look after a large number of children and (ii) the need for having some spare time to carry out some other occupation to supply the meagre income of the family to more abundant living. As is well known agriculture is the mainstay of the rural people and this provided them partial employment only for about 6 months or so in the year. It is considered that the objective of the CDP cannot be completely fulfilled without bringing in family planning as a part of the total family plan. It is a common experience that there is a crying need on the part of the rural folk to adopt family planning techniques for the reasons already given above.

3. In various seminars and conferences, it has been unanimously brought out that family planning must form part of the CDP. Apart from the fact that human fertility must keep pace with soil fertility, family planning is essential for the health and happiness of the mothers, the children and the nation. It has not sufficiently been realized that family planning is an important phase of preventive medicine and public health. It is a measure that has often to be used to conserve the health or preserve the life of a woman. As such family planning must form an integral part of the over-all health programme in these areas. Community Projects Programme provides an effective organisation in each State where this activity can be taken care of.

4. In each Block there is a Primary Health Centre and three Maternity Sub-centres. There is a lady health visitor and midwife at the headquarters of the Primary Health Centre and a midwife in each of the Maternity Sub-centres. Over and above these, there is a medical officer to supervise the over-all medical and health services. Appointment of a whole-time Social Worker for this programme will be most useful. A follow-up is very necessary. This follow-up will indicate if we are correct in our approach to the problem and also about the acceptability of methods suggested for birth control. In fact the social worker will be able to evaluate the results of advice given by the health staff and practised by the people in the field. Actually the Health Panel of the Planning Commission have recommended the appointment of such a functionary. Family planning centres that are being set up with the assistance from the Central Ministry of Health have a social worker in the

staff. In the development of health services in this programme high priority has been given to services for mothers and children.

5. With this country-wide programme, we have already an organization and net work of maternal and child health services which is gradually developing all over the rural areas. It must be admitted that there is at present some shortage of health visitors and midwives but the training programmes sponsored by the Central Ministry of Health have been taken up by various State Governments and the training of health personnel is in full swing. In addition, at the request of the Community Projects Administration, the Government of India have agreed to sponsor a programme for training 50,000 dais so that there is a trained dai for every village level worker's circle by the end of the Second Plan period. To control improvident maternity it is essential that the doctors, nurses, health visitors, midwives and dais should be trained in the technique of family planning.

Training in this subject should be included in the syllabus for all these categories. Alongwith the training in this special subject, the staff must be trained in the extension technique of approach to the villagers for whom this programme is designed. For the success of this programme, it is essential that our staff must develop the art of winning friendship and trust by rendering services which seem to save life and promote health and strength amongst mothers and children. Secondly, whatever method of family planning is suggested to the mothers in the rural areas, it will be essential to have stocks of materials needed for the birth control methods. It has been found by experience that unless actual materials are given to the women in the rural areas, it is not much use giving them advice and suggesting materials which cannot be purchased and which are not readily available within financial means of the villager. Further with our social background, the people are very shy to go to the bazar to purchase birth control material. Naturally whatever method is suggested the question of acceptability by the users is of fundamental importance. The term acceptability automatically means that the method should be cheap, harmless, easily available and aesthatically sound.

6. To summarize

(1) People of the rural area are anxious to plan their families.

(2) In the Community Development and N.E.S. Programme which is going to cover the entire rural population, an organization exists to assist and advise parents who seek advice on this subject.

(3) Family planning can easily be integrated with the existing and proposed maternal and child health services which are going to cover the entire rural area.

(4) Every effort should be made to take advantage of various women's voluntary organisations in the rural area who can help in the spread of the gospel of family planning. In addition, advantages should be taken of the presence of the Social Education Organizers (men and women) who can explain to the people the social advantages of this programme.

(5) There is an urgent need of training of health personnel in the technique and methods of family planning.

(6) Whatever advice is given, birth control material must be made available to the people so that they start implementing the advice and have not to waste time in hunting out for the material recommended, which is seldom available in the rural areas and often by the time it is available, the woman has already conceived.

Item II (d) (iii)—Use of Mineral and Thermal Springs

There are a number of these springs in our country but very little effort has been made to consider the question of developing some of these as health resorts. In addition some of these springs can also be developed into hydro-therapy centres for treatment of certain ailments. Before any decision can be taken, it will be necessary to have a survey to find out the suitability of any specific mineral spring. Apart from the question of chemical analysis of these waters, it will be necessary to carry out tests for radio activity. These radio tests have to be carried out on the spot. Department of Atomic Energy at the National Physical Laboratory may help in these tests.

Recently Government of Bombay have set up a committee to survey all the hot springs in their State in order to see which of these can be considered for development as health resorts and hydro-therepy centres.

Points for consideration

1. Complete information about the existence of mineral springs in each State.
2. Analysis of water from these springs.
3. Which of these Centres could be developed as health resorts.

Item II (e) Social Education (i) (1) Work among women

Introductory.

A minimum programme of Social Education for women containing a list of ten activities was discussed in the last Conference. It was accepted with the recommendations that securing help of local women would be necessary to implement it. It was further recommended that in the absence of Women Social Education Organisers, attempts should be made to interest suitably qualified women in the block such as wives of project staff, to undertake the work.

2. It was also recommended that a few pilot projects for intensive work among women and children should be started. Addition of one woman Social Education Organiser and appointment of ten Gram Sevikas was considered necessary for such pilot project. The results of experiments in the pilot projects were to be watched before multiplying them.

Pilot Projects.

3. With a view to implement the recommendations on pilot projects, action was taken in CPA to formulate contents of the special programmes for women and children. Fifteen special activities for women and ten for children were enlisted. The proposal was then sent to all State Governments in July, 55. It was expected that the State Governments will be able to find the additional funds required for these pilot projects from savings under Social Education. However, with the solitary exception of Madhya Pradesh no other State actually started the pilot projects. Some States are now contemplating to start similar projects in near future, but majority found it impossible, the main hurdle being want of funds and non-availability of suitable Gram Sevikas.

Hoshangabad & Chikhli Pilot in Madhya Pradesh.

4. Plans for the two pilot projects in Madhya Pradesh were made in August, 1955. The main features of the plan are, that there will be ten Gram Sevikas under two Women Social Education Organisers, they will be posted to ten villages in the beginning, where they will stay for six months to initiate activities for women and children and to develop them to a stage, when they can be safely handed over to a local part time woman worker for fellow up and further growth. After this, each Gram Sevika will shift to second village for three months and then to the third for three months, following similar process of initiation and organisation. This programme would result in the coverage of thirty villages with intensive work among women and children within one year.

5. The cost of operation of one project for one year as sanctioned by the Government of Madhya Pradesh is as follows :—

(i)	Pay for additional woman SEO for 12 months.	Rs. 2,220/-/-
(ii)	Pay of ten Gram Sevikas at Rs. 60/- plus Rs. 35/- D.A. and approximately Rs. 25/- as T.A. p.m. for 12 months.	Rs. 14,000/-/-
(iii)	Remuneration to part-time women workers at Rs. 20/- p.m. for the period of operation.	Rs. 3,400/-/-
(iv)	Contingencies and equipment	Rs. 4,950/-/-
	Total :	Rs. 24,570/-/-

6. The Gram Sevikas were recruited and one additional Woman Social Education Organiser posted for Hoshangabad Project in October, 1955. The Gram Sevikas were then given intensive orientation training for 10 days. Good houses were found for the Gram Sevikas on reasonable rent in the villages, where they were stationed and they were also provided with equipment necessary for their work including a sewing machine.

7. The Gram Sevikas began work by the middle of Nov. 55. The Project was visited by Special Officer (Social Education) recently. It was found, that the Gram Sevikas were quite successful in carrying out the plan of work and the village women had co-operated enthusiastically with them.

8. The following activities for women were found to have progressed very well :—

(i) House to house visits.

(ii) Group discussions and meetings of village women.

(iii) Social functions for women.

(iv) Discussion groups for home improvement.

(v) Introduction of smokeless chulla.

(vi) Instructions in knitting and craft work.

(vii) Formation of Women's organisation i.e. Mahila Samaj.

(viii) Literacy classes for women.

(ix) Physical welfare activities for women.

9. The remaining activities noted below were then in the initiation

stage :—

(i) Provision of secluded places for bath, latrines, urinals, etc.

(ii) Maternity welfare and care of children.

(iii) Talks by visitors.

(iv) Supplementary agricultural skills.

It will however, be possible to organise the above activities in the next three months.

10. On the side of work among children, the following activities were found well organized :—

(i) Children's parks.

(ii) Excursions and picnics for children.

(iii) Improvement of personal hygiene of children.

(iv) Organizations of Bal Sabhas.

(v) Hobby centres for children.

(vi) Literacy class for non-school-going children.

(vii) Milk distribution centres.

(viii) Pre-Primary class for children.

11. Provision of reading facilities and organizing social activities for children in schools are yet in the initial stages. It is expected that these activities will develop in three months.

12. The house of the Gram Sevika in the village has become a focus of activities for women and children. It was found that the Gram Sevika had become known almost to all women and children in the village within three months.

13. The pilot project in Chikhli was started a month later. Recruitment of Gram Sevikas was made early in December and training was over by December end. The Gram Sevikas began work in January, 1956. They are following similar plans and processes of work as in Hoshangabad.

14. There being no chief Social Education Organiser for Chikhli-Buldana Block, help of the Divisional Welfare Officer of the Social Welfare Department of Madhya Pradesh had to be arranged. It is expected that the work in Chikhli Pilot Project will be brought on par with that in Hoshangabad, by arranging mutual visits of the staff concerned.

15. The results noticeable at this stage show that if suitable Gram Sevikas with minimum educational qualifications upto Middle Standard are available and they are given proper training oriented to specific jobs, the programme can be successfully put through. It is however, necessary that good house should be found for the Gram Sevika at reasonable rent in the village where she is posted. She should also have all the equipments necessary for carrying out the work. A sewing machine is necessary as village women are keen in learning tailoring. A Sewing and knitting class becomes an additional means of attracting village women.

16. It can now be said that results justify multiplying similar pilot projects in other States. Financial requirements for the programme are those indicated in Para 5. Reduction may be, if suitable Gram Sevikas and local part-time women can be available on lower salary. This would differ from State to State.

17. We have now four types of situations, in which work among women is to be carried out :—

(i) Blocks in which there are two Social Education Organisers but no woman Social Education Organiser.

(ii) Blocks in which there is one man Social Education Organiser and one Woman Social Education Organiser, but no Gram Sevikas at village level.

(iii) Blocks in which there is staff like (ii) with some Gram Sevikas.

(iv) Blocks in which there are intensive pilot project with two Women S E.O. and 10 Gram Sevikas.

18. It will be necessary to plan programmes for work among women keeping in view the above four types. Programme of work among women will naturally be very limited in the block in which there is no woman Social Education Organiser. It was recommended in the last Development Commissioners' Conference, that in this situation, attempts should be made to pursuade qualified women in the block, such as wives of the project staff to take up the work. It is not known how far this was successful. The S.E.O. can however, chalk out a small programme of women's work in a few villages, where local women can be available to carry simple activities like organising meetings of village women for Sat Sang, Bhajan and songs and celebration of social functions. Other activities listed in the minimum programme for women can be added gradually according to the capacity of the local women workers.

19. Where there is a woman S.E.O., but no Gram Sevikas to follow up the work among women and children in villages, the best course would be to

select only five to ten nearby villages, the Woman Social Education Organiser should herself initiate women's activities in these villages and leave their follow up to local woman leaders or part-time workers. It is suggested that State Governments may provide remuneration varying from Rs. 10/- to Rs. 20/-, p.m. for part-time local woman worker, who will be willing to carry on the work. The programme of activities can then be developed on the lines of the pilot projects, with the exception that it may not be possible to have knitting, tailoring, craft work, discussion groups and such activities as require guidance of a full time trained worker.

20. Where there is a Woman S.E.O. and two or more Gram Sevikas to follow up in the villages, the Women's work can be organized on the lines of the pilot projects. The only difference will be that the number of villages covered will be less. Each Gram Sevika should be given not more than three villages in a year and she should not leave one village unless the programmes have been developed to the stage at which they can be safely entrusted to local women workers.

21. As regards the Pilot Projects in Madhya Pradesh, the question now is how they can be continued and normalised. The State Governments will have to find another Rs. 25,000/- for the cost of operating the project in the second year. It is however, necessary that the experiment, once begun should be continued. Twenty villages can be safely added in the next years but to cover the whole block. The pilot projects will have to be maintained at least for five years.

22. It may be asked what items of work from the pilot project can be multiplied in other blocks and what would be the expenditure involved ? A glance at the budget provision in Para 5 would show that 80% of the cost is on salary of the staff alone. The rest is for Contingencies and equipment like sewing machines. These activities do not by themselves cost much and many can be financed by the villagers themselves.

Points for Discussion.

23. (i) How can pilot projects for intensive work among women and children be multiplied ? What are the main difficulties and how they can be met :

(ii) How these pilot projects can be normalised after the experimental period is over ?

(iii) Taking into account the staff normally provided, what should be the pattern of work among women and children in N.E.S. and CD blocks ?

(iv) How can the work among women and children be normalized in the Blocks and Projects of 1952-53 series, which will now become N.E.S. Block ?

Item II (e) Social Education (i) (2) Special Programme of Work among Children

Introductory

Work among children is included in the three types of programmes of Social Education, viz. Full Large and Small, discussed in the last Conference. It was recommended that the target should be to provide Childrens Park and playing facilities in ten villages and Bal Sabhas in all villages. The other items of work were trips and excursions and improvement of personal hygiene.

Children's Park

2. Childrens park should be located in sufficiently large enclosed space for playing games and doing gardening. The villagers' contribution should be to provide the open space and to errect fencing around it. The Government help should be in the shape of equipment like swing, sea-saw, slide and marry-go-round. Cost of this equipment would differ from State to State, the average being Rs. 250/—.

3. Children's park ready and equipment installed in it, school going and non-school-going children should be attracted to it. Group should be then formed according to age. Girls may have a separate group. Each group should choose its leader. The children should be taught how to use the equipment. Then they should learn indegenious games like Kabadi and Kho-Kho. Later on new games should also be taught. On some days in the week there should be other interesting programmes like songs, dancing, story telling and talks by visitors. Children should also have discussion groups and debates.

4. Children should also be engaged in flower & vegetable gardening. Children take greate delight in these activities. A corner of the Children's park may be reserved for claymodelling and other hobbies. Leaders of different groups should be encouraged to write records of their activities.

5. The Social Education Organiser should discuss these activities with the Gram Sevak, the local school teacher and some leading person of the village and should initiate them. The follow-up should be taken up by the Gram Sevak.

Bal Sabhas

6. Bal Sabha is a name given to an organisation of school going and non-school-going children, of 6-14 age group. Within this age group there can be sub-groups of children between 6 to 10 and from ten to fourteen.

The Bal Sabha can meet in the Children's park, if one is available in the village or in the school. The organisation should not however, be confined to school-going children only. The Bal Sabha should have an organisational set up. The members should choose their leader and other functionaries by election. The leader should be given on the spot training by the Social Education Organiser and further guidance by the Gram Sevak.

7. There can be many activities of the Bal Sabha. It can have a small library and a hobby centre. Hobbies like collection of pictures and other objects can be pursued.

Excursions and picnics for children

8. School going and non-school-going children should be taken out for picnics outside the village to some interesting spot. Each child can bring his own tiffin with him. The Gram Sevak or the school teacher should accompany the children in this trip. It can be made interesting by showing them placess of interest and by arranging sports, songs, story telling etc.

Improvement of personal hygiene

9. Children in villages are often neglected to the matter of personal hygiene. They may be taken to a bathing place and taught how to wash their bodies, cut nails, clean hair etc. Soap or soap nuts have to be secured for enabling them to wash their clothes. Such children's activities for school-going and non-school-going children can be arranged arround a picnic.

Literacy classes for non-school-going children

10. This may be attempted where the number of such children is large enough and a teacher is available.

Milk Distribution Centres

11. Gram Sevak should find out some person who will take up the work of arranging milk distribution to children.

Social activities for children

12. Co-operation of the school teacher should be secured for these activities. Functions & festivals should be celebrated in the schools and non-school-going children invited. Honesty Stores should be opened in the school.

Pre-primary c ass

13. This will be possible only in those villages which have a Gram Savika. Children below the age of six should be admitted to this class. Teaching should be by kindergarten or Montessories methods.

Points for discussion

(i) Which activities for children should be arranged in each block ?

(ii) What financial provision should be made for carrying on these activities ?

Item II (e) Social Education-(ii) Work among Youth

1. Organization of work among youth being the spearhead of Community Organisation, various activities for youth have been started in Community Development areas. There is, however, great divergence in their organisational set up and objectives. One finds that though the name is the same, the contents of the programmes are different. It is also noticed that the same group forms the membership of other organisations also.

2. Broadly speaking, the following are the objectives of Youth welfare activities :—

Education in corporate life.

Development of social morals.

Utilisation of leisure in socially useful ways.

Solving problems by discussions.

Providing fields for growth of leadership.

3. Keeping these objectives in view, work among youth can be organised around almost all the activities in the programme of Social Education. It is by involving the younger generation in our activities that we can lay secure foundations of Community Development work.

4. The activities among youth being carried on in the Community Development areas bear the following names :—

(i) Four H Club.

(ii) Young Farmer's Club.

(iii) Poultry Club.

(iv) Social Service Squad.

(v) Cultural Squad.

(vi) Dramatic Club.

(vii) Gram Raksha Dal.

(viii) Sports Club.

(ix) Village Scouts.

(x) Akhara or Gymnasium.

5. The above activities have different names in the Regional languages "Yuwati Mandal" is the name given to Women's youth organization. It is necessary at this stage to discuss the form and content of each activity, for evolving a normal pattern.

Young Farmer's Club or Four H Club.

6. The objective of the young Farmer's club should be to instill in the rural youth a liking for taking to new farm practices and to teach them supplementary agricultural skills. Membership of these clubs should be of the 8-14 (16) age group. It would be desirable to exclude those who have passed the adolescent stage, in view of the psychological differences.

7. The activities of the Young Farmer's club should include:-

(i) *Poultry :* There need not be a separate Poultry club. There should be a group of members who take interest in poultry and it should form a part of the Farmer's club or Four H Club.

(ii) *Care of Animals :* Members should be encouraged to adopt a farm animal as a pet. Some adopt calf, other a goat and the like. Interest in animal husbandry should be developed through such pursuits.

(iii) *Kitchen Garden :* Another group should take interest in gardening. They may use a piece of land near their own house or if possible plots of irrigated land may be made available to them.

(iv) *Study Circle :* Information about new agricultural practices, new implements including mechanised implements should be given through books, talks, audio visual aids, and excursions to model farms.

8. Many other activities can be taken up in these clubs, the point is that they should have a direct hearing on farming Records of activities should be maintained by the group leaders.

Youth Clubs

9. Youth club should, preferably, restrict its membership to the age group 10-40. It should have an organisational set up. Model by laws should be available for being adapted by these clubs. Within the Youth club there should be separate committees or groups for various activities.

10. Organisation of Sports, Drama and other recreational activities should be taken up by the Youth clubs. There need not be a separate drama club, recreation club, cultural squad. It is not desirable to have many organisations, functioning indifferently. The running of the Community Centres may also be taken up by the Youth club. All persons should have a free access to the Community Centre and receive benefits of its activities.

11. Other activities which can come under the orbit of Youth club are talks, debates, discussions, Mushaira or kavi sammelan, music, arts & crafts. The point to be borne in mind is that they should not overlap with the activities of other organisation in the village like Vikas Mandal.

Gram Raksha Dal :

12. Gram Raksha Dal or Village Volunteer Force for the youth—the Gram Raksha Dal should be active in the field of work where voluntary service is needed. It may take up watching the village and the fields. They may form a fire brigade and organising shramdan. Membership should be of age group 18-50. Medical service for helping sick people of village can also be arranged. Member of the Gram Raksha Dal should hold parade once a week and should have uniform.

13. It will be easier to develop work among youth with a view to put it on permanent basis in the villages, if we concentrate on these organisations.

14. In this connection it may be mentioned that the question relating to the organisation of young farmers' activities on All-India basis has been under the active consideration of the Government of India for quite sometime now. At a recent meeting presided over by the Union Minister for Agriculture, the urgent necessity of formulating some plan for the proper utilisation of farm youths who have returned from the U. S. A. in building up Farm Youth Organisations in the country was discussed. To mobilise the farm youths throughout the country on uniform basis, the following points were made at this meeting :—

(i) To utilise as many farm youth as possible and available in the Community Projects for organising farm-youth-clubs in the various States with full-time regular appointments.

(ii) The Government may give financial assistance to All-India Farmers' Association to organise youth clubs and also for appointing of Regional Youth Leaders to supervise and guide the activities of youth organisations.

15. State Governments are aware that the C. P. A. has already taken a decision to organise Farm Youth activities in all blocks and have in view the employment of State Organisers to guide the activities on proper lines and to give the organisations a proper shape. While it would be useful to utilise the youths who have experience in the U. S. A., it might not be advisable from the practical point of view to build up a separate hirearchy with Regional Officers. It was then suggested that due consideration to the utilization of these exchanges may be given for the posts of State youth Leaders. Lists of these persons have been circulated by the C. P. A. to the State Govts. It was also suggested that it would be better for the young farmers' associations to

concentrate more on the propaganda aspects with a view to mobilise public opinion in favour of youth work.

Points for Consideration

(i) Is it desirable to bring youth activities under the above organisations ?

(ii) What should be the pattern of these organisations ?

(iii) Is it necessary to help these organisations by giving grants-in-aid in money or equipment ?

(iv) How best to promote the development of an All-India Farm Youth Organisation ?

Item II(e) (iii)–Production and use of Audio-Visual Aids

The subject of production and use of audio-visual materials was discussed in the Regional Conferences on the basis of the enclosed note prepared by Shri A. R. Deshpande, Special Officer (Social Education), C.P.A., and notes given by some State Governments.

The point made out in the note of Shri A. R. Deshpande is that facilities are not being given to the Gram Sevaks and to the Social Education Organisers for preparation of simple audio-visual materials in the production of which they receive training during the training course. It was suggested that each block should earmark a sum of Rs. 1,000/- from the Social Education funds for preparation of simple audio-visual materials and give facilities to the Gram Sevaks and the Social Education Organisers for preparing them.

The various Regional Conferences accepted the points raised in Shri Deshpande's note and recommended that a sum of Rs. 1,000/- should be earmarked for production of simple audio-visual materials by the Gram Sevaks and the Social Education Organisers and that facilities should be given to them for this purpose. It was also recommended that the Gram Sevaks and the Social Education Organisers should be encouraged to make use of these aids in their work.

The other recommendations of the Regional Conference are that the booklet "Guide for Village Level Workers" which gives information in simple language on preparation of audio-visual aids should be translated into regional languages and should be distributed to Gram Sevaks and Social Education Organisers. It was also recommended that at the State Headquarters there should be a special officer for production of audio-visual materials and he should be assisted by an artist and a photographer. This officer should guide the production of audio-visual materials by Social Education Organisers and Gram Sevaks.

The points for consideration are :—

(i) Whether a sum of Rs. 1,000/- should be earmarked from Social Education budget for production of audio-visual materials in each CD or NES block ?

(ii) What facilities are needed by the Social Education Organisers and Gram Sevaks at the block headquarters for preparation of audio-visual material ?

(iii) Whether there should be a Special Officer assisted by an Artist and a Photographer at the State head-quarters for supervising and guiding the production of audio-visual materials ?

PREPARATION OF AUDIO-VISUAL MATERIALS

(A paper by Shri A. R. Deshpande, S.O. (S.E.), C.P.A., which was discussed in the first Inter-State Seminar at Darjeeling from 27th to 30th September, 1955).

Introductory

Audio-visual aids are important tools of Social Education and Extension work. Training in the preparation of audio-visual aids is given to the S.E.Os in the Social Education Training Centres and to the Gram Sevaks in the Agricultural Extension Training Centres. One of the jobs of the S.E.O. is to promote the use of audio-visual media through films, film-strips, lantern slides, projection material, posters, gramophone records, exhibitions, etc., and to arrange for proper utilisation of radio sets by organising listening groups.

2. There is no dearth of well produced literature on preparation of audio-visual aids. The utility of such aids is indicated in brief in the Social Education Manual and recently, the Ministry of Food and Agriculture and the C.P.A. have prepared in co-operation with the I.C.A.R. an illustrated Guide for Village Workers which illustrates preparation and use of simple visual aids like blackboard, photographs, posters, flashcards, flannel-graphs, bulletin boards, specimens, models, exhibits, puppets, etc. The techniques of using more complicated visual aids like films, magic lantern slides and film strips are also explained therein.

3. Considerable time is devoted at the training centres to teach the S.E.Os and the V.L.Ws the skills of preparing and using audio-visual aid. With all this one seldom comes across a Gram Sevak or an S.E.O. who after being posted to the Block actually prepares and uses these aids in the villages. This sets one thinking of the possible reasons for this disappointing state of affairs.

4. The S.E.Os and the Gram Sevaks, when asked why they are not preparing and using audio-visual aids, usually come forward with an account like this:

"Material for preparing audio-visual aids is not available at the Block headquarters."

"There are no funds allotted for the purpose."

"The routine work leaves little time to prepare and use visual aids".

"They feel shy to use aids like puppets, as they get nick-named Kath-putliwala".

5. Have these aids then become merely decorative ornaments to be worn on occasions like the visit of some distinguished persons who have to be entertained by arranging a show? It is true that one finds these aids used at kisan melas, fairs and exhibitions but that does not mean that they are resorted to as normal aids for making talks and discussions interesting.

6. Mechanical audio-visual aids like magic lanterns slides and cinema films are of course more frequently used where a mobile unit with a generator is available. Film strips are however seldom used, the reasons being that a stock of 9,000 film strips cannot be maintained for each Block. The position cannot improve much unless a films strip library is built up at State level.

7. What is then to be done? This paper attempts to outline a few suggestions which may help the P.E.O/B.D.O. to organise preparation and use of audio-visual aid in village work in his Block. It is true that necessary facilities like material and equipment for preparing these aids are not provided at the Block headquarter. The S.E.Os or the V.L.Ws often do not have a separate room where they can sit and work. The question of preparation of audio-visual aids at the Block level is seldom taken up for discussion in a staff meeting. There is no attempt to prepare a plan and to provide for the various requirements, such as funds for purchase of material or for payment to artist on job work basis.

8. The first step in the direction should be to ask the S.E.Os to prepare a draft plan for preparation and use of audio-visual aids in the Block. The plan should then be discussed in a staff meeting with the Gram Sevaks, and finalised. The equipment and the finances needed should be estimated and provided. This done, the plan should be put into operation.

9. To begin with, preparation of sets of simplest audio-visual aids should be tried. These are simple posters, pictures, photographs, material for opaque projector, maps, charts, drafts, diagrams, flash cards, models, flannelgraphs, puppets, magic lantern slides, etc. How some of these can be planed is described in next paragraphs.

10. *Puppets* : The guide for Village Worker explains at pages 48-51 the simplest techniques of making and using puppets. The plan should aim at preparing about 20 sets so that each Gram Sevak, Gram Sevika and the S.E.O. has one. Puppets are easy to carry even in hill areas where touring is difficult. The material required is cardboard, old newspaper, plain paper, a paint box and coloured cloth to make the costumes. With little ingenuity, the puppets can be dressed in local costumes. Talking points for the puppet plays should then be prepared and cyclostyled copies provided with each set of puppets. An amount of Rs. 50/- will be sufficient for this.

11. *Flashcards* : The technique of making flash cards is explained in the Guide for Village Workers, at page 30-31. The subjects to be developed

in the flash card series should be thought out on the basis of local problems. Simple line drawings should then be drawn, and stencils made for reproducing them. If necessary, the services of an Artist or a Drawing Master can be engaged on job work basis. It would however be better if the Gram Sevaks and the S.E.Os themselves prepare these flash cards. Preparation of 20 sets may not require more than Rs. 200/- even if services of an artist or drawing master are engaged.

12. *Flannelgraphs :* The technique of preparing material is also explained in the Guide for Village Workers at page 32. Khadi can replace flannel and pictures can be cut from posters, illustrated magazines and advertisements and then pasted on cardboards. Twenty sets of flannelgraph material can be made within Rs. 100/-.

13. *Bulletin Board and Wallnews :* The other simple visual aids are the bulletin boards and the wall newspapers. Nice drawings have been given to serve as models on pages 20 and 35 of the Guide for Village Workers. If it is not possible to issue a printed wall newspaper the simpler way would be to plaster portion of a wall by cement and colour it black. The wall newspaper can be written on this cement board by chalk. Contribution by villagers can also be expected. It is then for the Gram Sevak to write interesting items of news on these boards. A board like this may not cost more than Rs. 5/-. Thus Rs. 500/- will be required for providing such boards in 20 villages.

14. *Posters :* Posters are an important visual aid but it may be difficult to produce them at the Block level as making copies is costly. It is suggested that after thinking out the ideas to be represented, a model should be made. It should then be reproduced on village walls with earth colours. If possible, the village Artists should be employed for the purpose.

15. *Maps :* Ability to read maps has to be developed among the villagers. The community centre walls should be used for painting large scale map of the village as it is and the village as it should be. A map of the tehsil in which the village is situated, a separate map of the district and of the State, a map of India and the world should also be painted on village walls. This would appear too ambitious but has been tried in some villages in the Nagpur district. They were drawn by the drawing Teachers of a nearby school. The only convenience which had to be given was transport and material such as paints and brushes. Maps help the villager to get an idea of locations and distances and of the country in which he lives.

16. The other important aids are films, film strips, gramophone records, radio sets and magic lantern slides. With the exception of magic lantern slides, an attempt to produce these at the Block level is an impossibility. Film strips may, however, be tried if there is an artist attached to the Community Project ce and a dark room and equipment for developing. Film strips can be

made with a 35 mm camera but would require considerable planning. Magic lantern slides are, however, easy to prepare. The S.E.O. ought to know the technique of preparing magic lantern slides with cellophane paper. This is taught to them in the S.E.Os Training Centres. Reliance should not be placed on only magic lantern slides prepared by commercial firms. They are not quite suitable for the local problems. Twenty sets of magic lantern slides can be prepared within an amount of Rs. 100/-.

17. In order to put the above ideas into practice, a sum of about Rs. 1,000/- will have to be set apart from the funds of Social Education under the sub-head 'Misc. social and cultural activities'. The next step will be to set up a workshop where the S.E.Os and the V.L.Ws can devote time for preparation of these aids. The S.E.Os and V.L.Ws should sit together and prepare these aids when the pressure of work is not heavy. If the above simple plan is put into operation, we can expect to have enough audio-visual material. Then the workers have to be encouraged actually to use these aids. Otherwise, the chances are that they may remain idle and become a more show.

Item II (f) Housing (a) Rural

The problem of rural housing is diversified in character and enormous in magnitude. It has been roughly estimated that approximately five crores of rural houses would require to be reconditioned or entirely rebuilt, at an estimated cost of about Rs. 2,500 crores, even on the basis of aided self-help of the villager and his family. As a rule, village houses are cramped, the roof is flimsy, the flooring is generally damp, the walls are badly dilapidated and light and air are practically absent.

2. Improving the standard of housing in the rural areas is the direct responsibility of the State Governments as pointed out in the First-Five Year Plan. It was hoped that funds would be provided for construction of rural houses on interest-free or long-term loans. The State Governments have, however, been able to make very little progress in this direction due to their financial limitations and difficulty in getting materials and men.

3. It has been stated that rural housing comes rather low in the scheme of priority of the villager himself as it is alleged that he considers this endevour unproductive and would rather spend his time and money to increase his income by mixed and diversified farming, improvement of livestock and poultry, improvement of irrigation and transport facilities etc. It may be admitted that rural housing has to take its turn in the scheme of priorities ; however it deserves a high place in the list of social services. Living conditions in many houses could be considerably improved by providing windows for ventilation, making the roof fairly waterproof, protecting the wall from erosion etc. At the same time, a big drive is necessary to construct new houses. A rural housing programme has necessarily to use local materials and available man power on the basis of aided self-help. However, considerable amount of technical and administrative organisation is required to organise the villager and his family for constrution of houses in the villages. As for example, if a co-operative society is formed in a village for burning bricks with their own labour, coal dust, equipment and skilled assistance will have to be supplied to the co-operative society before the villagers can put in their labour for producing bricks. Similarly, in the construction of houses certain amount of skilled labour, supervision and materials which are not available in the villages will have to be procurred and made available to the villagers.

4. These details can be tackled successfully if several pilot projects of rural housing are started in the country. In the Second Five-Year Plan, a provision of Rs. Ten crores has been made for such pilot projects in community project areas. It is clear that the C. P. A., is the only effective instrument which can undertake these pilot projects. A proper Technical organisation,

consisting of one assistant engineer and two Section officers will, however, have to be set up for each pilot project, while the existing administrative machinery will have to be utilised to build up enthusiasm and solve the day-today problems of such an undertaking. The average cost of a new rural house is estimated at Rs. 1,000/- per unit, excluding the aided self-help of the villagers. Assuming each pilot project to consist of 500 houses, 200 pilot projects could be taken in hand all over the country during the Second Five-Year Plan period, within the provision of Rs. Ten crores. It may also be possible to get some financial assistance for certain sections of the people from M.O.H.A., under article 275. Such pilot projects in different areas would clearly show the difficulties in implementing a rural housing programme. Valuable experience would be gained which would be useful when the programme of rural housing is extended on a wider scale during the third and subsequent plan periods. The Ministry of Works, Housing and Supply have already established a Rural Housing Cell to provide technical guidance for formulating pilot projects for rural housing. This Cell has already prepared several type plans and layouts and has published a Draft Manual on Rural Housing. Detailed schemes of ten villages were also prepared by the Cell and actually construction of one model village (Shamspur) in Gurgaon Block is well under way. The main difficulties experienced in handling such schemes are :—

(a) Creating social consciousness among the villagers for better housing.

(b) Preparing the villagers thereafter to sacrifice time and money for satisfying the need for better housing.

(c) Creating a co-operative organisation of the villagers for the manufacture or procurement of materials like bricks, lime, timber, roof tiles etc.

(d) Providing a technical assistance and supervision and training of skilled workmen in rural areas.

(e) Providing a certain measure of subsidy in addition to loan financing specially for scheduled and other backward classes with very low incomes.

5. It is for the Conference to suggest ways and means for overcoming the above mentioned difficulties and effectively utilising the allotment of Rs. Ten Crores for rural housing during the Second Five-Year Plan period. The Conference may like to consider *inter alia* the following suggestions :—

(i) In consultation with the State Governments, a phased programme of approximately 200 pilot schemes over the Second Five-Year Plan, should be selected in the C. P./N.E.S. Blocks, which with the co-operation of the villagers expressed both in

money and labour should be converted into model (demonstration) Centres for duplication in other areas in subsequent Five-Year Plans. Such demonstration schemes will consist of a number of villages where new model houses are constructed as well as existing houses improved.

(ii) The agency for carrying out the above programme should normally be the project staff, but in some cases the State Governments may like to utilise any of the local bodies or other suitably constituted authorities for the purpose.

(iii) In either case steps should be taken to strengthen the technical staff of the agency chosen by the State Governments. This technical staff should work under the direction and guidance of a "Rural Housing Cell" of the State Government, in liaison with the "Central Rural Housing Cell" already set up under the Ministry of Works, Housing & Supply.

(iv) The Project Officer or the Block Development officer should enthuse the villagers for constructing the model houses and help on organising co-operative Societies for producing local materials like bricks, lime etc.

Item II (f) (b) Housing-Block Headquarters as nuclei for rural-cum-urban township :

There is, no doubt, that the Block Head quarters will tend gradually to grow to be the nucleur townships especially in view of the widespread activities under village industries, co-operation and women's activities etc. which the Second Five-Year Plan envisage.

2. State Government are already taking steps for the creation of these new Block Headquarters. In this connection, Administrator, C.P.A. in his monthly letter dated 28-10-1955 had made the following recommendations :—

(a) The site for the Block Headquarters must be chosen on a high level and these should be sited centrally.

(b) The site should be such as can admit of subsequent expansion in space according to future needs.

(c) New Block Headquarters should be constructed after the project begins and not before.

3. **Points for consideration :**

(i) What further steps are necessary to make these Headquarters the nuclei for future township.

(ii) What is the progress made so far and what experience has been gained which can be usefully utilised ?

(iii) What specific assistance, if any the Development Commissioners consider necessary for this purpose.

Item II (g) Supplies—End use of Equipment :

Under the Operational Agreement No. 8 on the Community Development Programme and the Supplements to that Agreement, the Government of United States of America made available to the Indo-American Technical Co-operation Fund, more commonly known as Fund 'A', a total sum of 12.77 million dollars for the import of equipment required for the Community Projects in India during the First Five-Year Plan.

2. Indents have been placed for the import of equipment like Transport, Agriculture, Irrigation, Audo-Visual Aid, Health, Electrical etc., worth 12.77 million dollars on the India Supply Mission of the Government of India in Washington. We have received so far equipment worth 8 million dollars approximately against these indents. A statement indicating the equipment indented and received so far is attached. (Annexure A). A break-up indicating the cost of the equipment imported for purposes of transport, audio-visual aid etc. is given below :—

S. No.	Equipment.	Cost indented in $.	Cost Received in $.
1	2	3	4
1.	Transport	4,587,353	2,709,250
2.	Audio-Visual Aid.	1,819,768	1,366,059
3.	Agricultural Extension.	2,023,290	1,874,167
4.	Rural Health & Sanitation.	282,676	94,551
5.	Communication	1,029,730	779,290
6.	Reclamation	704,069	675,069
7.	Irrigation	1,146,140	527,309
8.	Machine tools.	44,825	44,825
9.	Electrical Equipment.	162,518	149,518
10.	Printing Press equipment for Nilokheri & Faridabad.	954,072	47,606
11.	Cottage Industries.	17,850	—
		12,772,191	8,267,644

3. A further agreement for supply of equipment worth 995,552.00 dollars for the Community Development Programme is expected to be signed with the Technical Co-operation Mission in the near future.

4. Equipment manufactured in India is not allowed to be imported. Consequently, indents were placed for such equipment on the Director General, Supplies & Disposals, New Delhi, for procurement in India under rupee expenditure. As some State Governments were of the view that procurement of equipment in India directly by them would ensure expeditious supplies, it was decided to cancel all the indents which had been placed on the Director General, Supplies & Disposals, for purchase of equipment in India and for which he had not entered into any commitments. The State Governments were asked *vide* letter No. CPA/S/3(26)/53, dated the 16th March, 1954, to purchase such equipment direct. This may have facilitated the early procurement of the equipment manufactured in India. Equipment worth Rs. 19 lakhs (Annexure 'B') was supplied to the State Governments through the Director General, Supplies & Disposals.

5. It was visualised that the State Governments may experience difficulties in assembly/servicing of the equipment being imported for them. The Director, India Supply Mission, Washington, was, therefore, requested to ensure that the firms with whom contracts were placed by him for supply of equipment for Community Projects in India, had agents in India with necessary servicing facilities. He confirmed that this factor would be kept in view while placing the contracts. It has also been arranged with him that two copies each of the Operator's manual and spare parts list are supplied with each unit of equipment so that one copy there of could be used by the Project Executive Officer or the Block Development Officer while the other copy will be with the Operator for his guidance.

6. It is desirable to ensure that the equipment is put into use without delay after its receipt in the Community Project areas. The Community Projects Administration would render whatever assistance is possible in this regard. The State Governments were requested in letter No. CPA/S-Pl/97/55, dated 16-3-55, to review the position. Reports from some State Governments are still awaited.

7. In order to ensure fullest utilization of the imported equipment, it was felt necessary to determine—

(i) To what extent the equipments received are usable ;

(ii) How best to achieve their fuller utilization ; and

(iii) what steps are necessary to prevent import of unusable equipment and procure only the suitable ones.

Accordingly, a team consisting of Officers from C.P.A. and an Officer of the T.C.M. was deputed to study the position in three States. This team, on return, analysed the causes for the insufficient utilization of the equipments and their recommendations, detailed below, for fuller utilization of equipments were intimated to State Governments under CPA letter No. CPA/S/97(1)/55, dated the 31st January 1956.

(i) There is an Agricultural Engineering Department in each of the three States visited. This Department should be squarely made responsible for the entire equipment received in the States under the Community Development Programme. In addition, a Committee consisting of Agricultural Engineer; Chief Engineer, Irrigation; Chief Engineer, Buildings and Roads Director of Industries; and Public Health Engineer be constituted at the State headquarters to go into the overall allocation and utilisation of the equipments received in the State. The Agricultural Engineer would be responsible to the Committee for implementing its decisions.

(ii) The type of equipment required in each particular part of a State would be determined from the soil conditions and the cropping practices obtaining in those areas. Also, in some cases it has been noticed that the equipments could not be fully utilized for want of necessary prime mover or haulage arrangements (e.g., an air compressor should have a tractor for haulage and a thresher should have a prime mover). It is, therefore, suggested that all future requirements of the State should be vetted by the Agricultural Engineer before their procurement.

(iii) An important factor for the successfull use of mechanical equipments is their continuous employment on works. If any particular equipment is not used for a certain period during the year, its operational cost would go up. It would therefore, be necessary to co-ordinate district programme with the Community Project Programme so that any equipment in a particular Project does not remain idle for want of work. The Development Commissioner could help in bringing about this co-ordination.

(iv) Wherever difficulties in know-how of the use of the equipments have been experienced specialists either from the firms in India which represent the makers or from the Central Tractor Organisation or from the States which are fully conversant with the use of a particular equipment be called to give a correct demonstration of these implements. For example, the

grain binder has not been used in most of the places visited but in the State of Uttar Pradesh, it has been very successfully used in the Terai areas. Their Agricultural Engineering Department could perhaps give a proper demonstration of the use of this equipment. Advice of these specialists could also be sought for introducing suitable modifications in the equipments that have already been received but which have not been found usable.

(v) The difficulties of maintenance and operation have not been felt to any appreciable extent. This is partly because the machines have not been in use for any length of time. Once their use becomes continuous, these defects would possibly arise. After a good deal of experience, the Central Tractor Organisation have evolved certain maintenance and servicing practices. They have also compiled a list of spares that are ordinarily needed in the working of these mechanical units. The State Government could draw upon the experience of such and other similar organisations.

Items of equipment which it may not be possible to put into active use in the field immediately, may be used for demonstration purposes in educational institutions etc.

8. The team has since visited some other States also. They felt that these recommendations hold good for those States and may similarly, hold good broadly for other States also.

9. The CPA will be grateful for the views of the Development Commissioners on the above recommendations and their further suggestions to ensure fullest utilization of the equipment procured for the Community Development Programmes.

Annexure 'A'

Statement showing the equipment indented and received under Operational Agreement No. 3 and Supplements thereto

S. No.	Equipment	Quantity Intended	Approximate cost in $	Quantity received	Approximate cost in $	Remarks
1	2	3	4	5	6	7
		Nos.		Nos.		
1.	Jeep Four Wheel drive	2049	3,741,620	1319	2,151,320	
2.	Station Wagons	104	253,250	92	222,250	
3.	Pick up Trucks	82	169,500	58	157,500	
4.	Trucks 5 ton capacity	9	43,000	9	43,000	
5.	Jeep trucks 4 ton capacity	8	53,183 (items 5 and 6)	8	53,183 (items 5 and 6)	
6.	Trucks 3 ton capacity	7		7		
7.	Jeep spared for 1381 Jeeps	Lot (for 1381 Jeeps)	327,300	Lot (for 271 Jeeps)	77,000	
8.	Mobile Cinema Vans each Van consisting of :— (a) Gasoline Generator (b) Transformer (c) Speech Microphone (d) 4 Wheel trucks	20	125,840	20	125,840	

1	2	3	4	5	6	7
	(e) 16 MM projectors					
	(f) Screen					
	(g) Film Strip and Slide Projector					
	(h) 2 Wheel trailer					
	(i) Turn Table					
	(j) 150′ length of cable.					
9.	Cinema Trailer Sets, each set consisting of :— (a) Two wheeled Trailer (b) Gasoline Generating Set (c) 16 MM Motion Picture Projector (d) 35 MM Film Strip Projector (e) 150′ length of cable.	590	1,353,025	355	1,027,875	*The component parts of 150 Cinema Trailer Sets i.e., 150 Generators, 150 units each of 35 MM and 16 MM projectors and 150 units of 150′ of cable have also been received. 150 units of trailers are awaited.
10.	Portable Gasoline Engine Generating Sets	3	2,600	1	800	
11.	Motion Picture Projector 16 MM	1	800	1	800	
12.	Film Strip Projectors 35 MM	6	1,650	6	1,650	
13.	Film Strip Projectors 35 MM Kerosene operated	237	47,400	237	47,400	
14.	Magnetic Tape Recorders	68	34,296	48	24,192	
15.	Battery operated Public address sets	60	14,512	46	11,132	
16.	Epidiascopes	62	40,970	52	34,320	
17.	Hand Cameras	616	46,925	86	19,050	
18.	Cine Cameras	2	1,850	...	...	
19.	Film Units, consisting of 21 items.	2	73,000	2	73,000	

1	2	3	4	5	6	7
20.	Microphone	600	17,900	...	...	
21.	Record Players	600	54,000	...	...	
22.	Tractors D-7, 80/85 H.P.	31	630,969	29	651,969	
23.	Tractors D-4 with Bulldozer 40/45 H.P.	33	370,000	33	370,000	
24.	Tractors D-4 without Bulldozers 40/45 H.P.	57	511,600	57	511,600	
25.	Farming implements for attachment to above tractors i.e. class 24 and 25, each set consisting of :—	74	784,880	74	784,880	
	(a) Brush breaking Plow = 1					
	(b) Tractor Plow = 1					
	(c) Disc Plow = 2					
	(d) Disc Tiller = 1					
	(e) Offset Disc Harrow = 1					
	(f) Carrier Cultivator = 1					
	(g) Grain Drill = 1					
	(h) Grain Binder = 1					
	(i) Threshing Machine = 1					
26.	General purposes wheel type Farm tractor 20-28 H.P.	27	50,660	18	33,660	
27.	Farming implements for attachment to the above tractors					
	(a) Rear Mou ted Blades	24	4,770	15	2,970	
	(b) Mounted Offset Disc Harrow	16	5,104	16	5,104	

1	3	4	5	6	7
(c) Mounted Disc Plow	18	5,940	18	5,940	
(d) Mounted Soil Scoop	14	1,386	14	1,386	
(e) Mounted Cultivators	25	5,620	16	3,520	
(f) Mounted Tiller	16	3,344	16	3,344	
(g) Mold Board Plow	24	5,830	15	3,630	
(h) Tow row middle buster	13	2,574	13	2,574	
(i) Grain drill	1	715	1	715	
28. Wheel Tractor, 4 pneumatic tyred wheels 25 B H.P.	4	15,370	...	...	
29. Rippers	6	23,100	6	23,100	
30. Two wheeled Garden type tractors 5 H.P.	20	17,250	20	17,250	
31. Artificial Insemination sets	263	71,975	113	35,475	
32. Regrigerators Kerosene operated	323	102,622	144	40,176	
33. Thernoflasks	1,466	14,660	555	5,550	
34. Rice Hullers	30	7,920	30	7,920	
35. Soil testing Kits	10	750	10	750	
36. Emasculatome	30	900	30	900	
37. Heavy duty Syringes	30	150	30	150	
38. Power Sprayers	42	34,710	34	28,060	
39. Power Dusters	6	3,960	6	3,960	
40. Rotary Hoes	10	5,100	10	5,100	
41. Combined Hoes and Cultivators	12	850	12	850	
42. Motor Graders	35	616,390	1	516,500	
43. Road Rollers 8-10 tons	27	227,100	22	193,600	

1	2	3	4	5	6
44.	Road Rollers 6-8 tons	6	39,000	5	33,000
45.	Road Rollers not less than 9,500 lbs.	2	12.000	...	...
46.	Road Roller 9 tons pneumatic type	2	12,000	...	...
47.	Road Roller 3 whell type not less than 20,000 lbs.	4	24 000	...	...
48	Sheep's feet rollers	2	2,500	...	...
49	Vibratory Soil Compactor	2	6,790	...	...
50.	Motor Grader accessories consisting of the following :				
	(a) Searifier Assembly	9	28,800	...	...
	(b) Ball dozar assembly	9			
	(c) Trench Mould Board Assembly	8			
	(d) Mould Board Extension Plates	8			
	(e) Lighting equipment	8			
	(f) Odemeters	9			
	(g) Hydraulic Jacks	11			
51.	Concrete Mixers 5-7 cft.	15	20,340	12	15,840
52.	Clinic Car	1	10,050	1	10,050
53.	Jeep Ambulance	1	10,050	1	10,050
54.	Mobile Health Van	27	1,62,000	...	...
55.	X-Ray sets	3	28,172	3	28 172
56.	Portable X-Ray sets	4	8,800	...	...
57.	Primary Health Units	7	6,790	7	6,790
58.	Microscope Binocular	16	9,000	9	3,670
59.	Microscopes Monocular	95	33,297	95	33,297

1	2	3	4	5	6	7
60.	Obstetric Beds	12	2,517	12	2,517	
61.	Pressure Sterilisers	7	1,700	...	...	
62.	Portable Sterilisers	7	660	...	...	
63.	Sterilisers Steam Jacketed	1	5,000	...	...	
64.	Homo cytometers	4	350	...	...	
65.	Harmeglobinometers	3	165	...	...	
66.	Ablee Comper Tracture and Orthopedic Table	1	2,600	...	...	
67.	Light Surgical Major Ceiling suspended without room light.	1	2,030	...	...	
68.	Portable pump sets 7½ H.P.	87	58,620	87	58,620	
69.	Pump Sets Diesel Operated 10 H.P.	15	11,220	15	11,220	
70.	Pump Sets Electric Driven 15 H.P.	5	5,500	5	5,500	
71.	Pump Sets Electric Driven 20 H P.	2	8,030	2	8,030	
72.	Pump Sets Motor Driven 25 H.P.	20	45,000	20	45,000	
73.	Pump Sets Diesel Engine 10 H.P. split casing directly coupled.	20	22,500	20	22,500	
74.	Pump Sets Diesel Engine 10 H.P. with loose and fast pullies.	20	24,700	20	24 700	
75.	Submersible Pumps (Sump pumps)	13	22,748	...	...	
76.	G.I. Pipes 6" Dia.	4,700 Rft.	9,100	22,300Rft.	4,300	
77.	W.I. Pipes 6" Dia.	1,750 Rft.	5,250	1,750Rft.	5,250	
78.	G.I. Pipes 8" Dia.	4,400 Rft.	13,200	4,400Rft.	13,200	
79.	G.I. Pipes 12" Dia.	1,900 Rft.	6,300	...	...	

1	2	3	4	5	6	7
80.	G.I. Pipes 3" Dia.	170 Rft.	170	...	...	
81.	G.I. Pipes 1½" Dia.	123,032 Rft.	63,203	85,310Rft.	50,000	
82.	G. S. Tees 1½"x1½"x1½"	Nos. 311	850	311	850	
83.	G.S. Reducing Couplinge	50	350	50	350	
84.	Electrical Equipment (for West Bengal)	Lot	162,518	Lot	149,518	
85.	Printing Press Machinery (30 items)	1	197,912	Lot 17 Items	47,606	
86.	Mobile Workshops	2	28,000	2	28,000	
87.	Grinding Machine	1		1		
88.	Heat treatment furnace	1		1		
89.	Drilling Machine	1	17,325	1	17,325	
90.	Engine Lath	1		1		
91.	Universal Milling Machine	1		1		
92.	Welding Set 400 amperes	1		1		
93.	Portable Arc Welding set 20/200 amperes	1	1,200	...	...	
94.	Tool Grinder	1		...	...	
95.	Horizental Milling Machine	1	6,250	...	...	
96.	Saw Sharper	2		...	...	
97.	Electric Penumatic Hammer	1	3,000	...	...	
98.	Panel Plan	1		...	...	
99.	Band Saw Braze	2		...	...	
100.	Weed Turning Lathe	2	7,400	...	...	
101.	Circular Bench Saw	2		...	...	
102.	Band Saw Machines	2		...	...	

1	3	4	5	6	7
103. Water Tanker	1	9,350	1	9,350	
104. Flat Tap Water Wagon	1	9,000	1	9,000	
105. Portable Rotary Drills	4	144,540	1	144,540	
106. Portable Air Compresser 105 cft.	18	80,624	18	80,624	
107. Portable Air Compresser 160 cft.	6	35,885	6	35,885	
108. Portable Air Compresser 210 cft.	4	35,200	...	...	
109. Portable Air Compresser 105 cft. mounted on 4-Wheeled trailer.	9	47,500	...	...	
110. Portable Air Compresser 500 cft.	4	60,000	...	...	
111. Jack Hammer Drills 45 lbs.	62	31,600	28	16,940	
112. Jack Hammer Drills 35 lbs.	20	18,000	...	...	
113. Portable Arc Welding Sets 300 amperes	6	24,000	...	...	
114. Portable Air Grinders	7	700	...	...	
115. Blasting Machines (Explorers)	7	1,640	...	...	
116. Sump Pumps high head	4	1,840	...	...	
117. Sump Pumps Contrifugal	3	1,500	...	...	
118. Percussion Drilling Rigs	4	100,000	...	...	
119. Diesel Trucks 5 ton capacity	2	17,600	...	...	
120. Portable Diesel Generating Sets 25 KVA, 400/230 Volts	3	12,000	...	...	

1	2	3	4		6	7
121.	6″ Dia thread steel pipe with couplin	40,000 Rft.	1,54,000	...	...	
122.	12″ Dia thread steel pipe with couplin	20,000 Rft.		...	...	
123.	Truck mounted reverse circulating Rotary Drill	1	55,380	...	...	
124.	Hydraulic detachment unit	3				
125.	Mobile Machine Shop	2	44,000	...	...	
			1,20,16,131		8,262,644	

Note:—An Indent for Printing Press Machinery costing $ 7,56,160 for Faridabad, has also been placed by the Ministry of Works, Housing and Supply under the Operational Agreement No. 8. This indent has not been included in the above statement.

Annexure 'B'

Statement indicating the total indents placed by the Community Projects Administration in respect of various items of equipment to be purchased in India and the equipment against them.

S. No.	Equipment	Indented		Supplied		Balance	
		Qty.	Cost	Qty.	Cost	Qty.	Cost
1	2	3	4	5	6	7	8
1.	Pumping sets of sorts.	160 Nos.	6,85,331	160 Nos.	6,85,331	...	...
2.	Jeep Trailers	287 Nos.	4,30,500	287 Nos.	4,30,500	...	...
3.	Heavy Trailers	6 Nos.	22,20	6 Nos.	22,200	...	...
4.	Cable single core braided & compounded 660 volts.	82,500 Yds.	36,274	82,500 Yds.	36,274	...	...
5.	Do size 19/83	6,000	11,160	6,000	11,160	...	...
6.	Lamp Holders	1,200 Nos.	1,100	1,200 Nos.	1,100	...	...
7.	Tumbler switches 250 volts 5 Amp.	900 Nos.	484	900	485	...	...
8.	1" dia G.I. conduit with extra heavy guage	7180	2,522	7,180	2,522	...	...
9.	¾" do	16,250	4,475	16,250	4,475	...	...
10.	Truck 3 ton capacity	35 Nos.	7,24,954	35 Nos.	6,64,954	...	...
11.	Truck 2 ton capacity.	4 Nos.		4 Nos.			
12.	Truck 4 ton capacity	2 Nos.		2 Nos.			60,000
			19,19,000		18,59,000		60,000

Item II (h)-IRRIGATION

(i) BETTERMENT LEVY

The principle of betterment levy is now the accepted policy. Almost all State Governments have been taking action to enact necessary legislation for the levy of betterment tax in respect of all major irrigation projects. For minor irrigation, especially, those costing less than Rs. 50,000, the State Governments are not in favour of levying such a tax.

It is felt that there should not be any distinction between major and minor irrigation works in determining whether irrigable land should be assessed to betterment tax or not because in either case the land value appreciates. It is, however, possible that minor works may not provide the same degree of protection as major works. In that case, the betterment tax could be levied on a sliding scale depending upon the production offered by any particular irrigation work.

Side by side one more issue has to be considered. A certain amount of people's participation in the State sponsored works has been forthcoming but not on any uniform basis. It was originally intended that some uniformity could be achieved by varying the betterment tax so as to correspond into the contribution received from the people, i.e., more the contribution less would be the betterment tax. If it is decided not to levy any betterment tax on minor irrigation works, the question would often arise as to why the cultivator should give any contribution when he would be required to pay a water rate subsequently.

Points needing discussion :

The points needing discussion are :—

(i) Whether in view of what has been stated above, the State Governments are agreed on the issue of levying a betterment tax in respect of minor irrigation works.

(ii) If not, how any uniformity could be achieved in the State sponsored works where people's participation has been received in varying degrees ?

(iii) If the principle of betterment tax for minor irrigation is accepted, how people's participation in these works is proposed to be adjusted while levying the betterment tax ?

(ii) METHODS TO ACCELERATE WATER UTILISATION :

One of the difficulties experienced in irrigation works is the time lag between water conservation and water utilization. In the case of river valley projects, this holds good even in a greater measure. Always the problem is how

to get the maximum out of a cusec of water in the shortest possible time. The Community Projects and National Extension Service may provide a possible solution.

Approach Suggested

To start with, each State could select a particular tract or zone of manageable size. Only geographical conditions would define the boundaries of these zones i.e., they should have similar physical features, climatic and rainfall conditions and cropping practices. Intensified activity could be pursued in each of the C. D. and N. E. S. Block located in the zone. Even in the C.D. and NES Block, it would be advisable to attempt intensified activity in Pilot Units comprising of much smaller size, viz., the area served by a minor canal or the area served by a single tube well up a group of tube wells. In the C.D. and N.E.S. Blocks, we have the advantage of having experienced Extension staff. Also, the activities of the various Departments are well co-ordinated. What is necessary is to get the Chief Engineer, Irrigation, Director of Agriculture and Registrar of Co-operative Societies actively interested in the intensification work on a zonal basis through the agency of Community Projects. The Co-operative Societies have a very important role to play in this respect. For example, if the marketing of the produce is arranged on a co-operative basis in which the growers are directly interested, it would make cultivation and irrigation as much more attractive proposition. All this could greatly help to accelerate water utilization.

PROGRAMME PLANNING
Item III

Item III Programme planning

(a) Review of the scope and pace of the programme, in view of the financial allocation of Rs. 200 crores provided in the Second Five-Year Plan for the Community Development and National Extension Service Programme against an estimated requirement of Rs. 263 crores.

In September, 1956, the National Development Council considered a programme of Community Development in the Second Five-Year-Plan and reached the conclusion that in the Second Five-Year-Plan period the whole country should be covered with the N. E. S., and that not less than 40 per cent of the N. E. S. Blocks should be converted into Community Development Blocks. The question of converting a higher percentage up to 50 per cent of the National Extension Service Blocks into Community Development Blocks would depend upon sufficient resources becoming available for this purpose. The cost of development, as worked out by the Community Projects Administration on the basis of 50 per cent conversion would be about Rs. 284 crores, and that for 40 per cent conversion would be about Rs. 263 crores.

2. In December, 1955, when finalising financial allocations under various heads the Planning Commission reconsidered the question in the light of the limitations of the overall resources available for the Second Five-Year-Plan, and allocated Rs. 200 crores to the Community Development and National Extension Service Programme in the Second Five-Year Plan. It was also then agreed that the question whether the Block budget for Community Development/National Extension Service should be adjusted, or the programme staggered, or additional resources found, could be examined by the National Development Council at a later stage in the light of the experience gained with regard to rate of progress, etc. This decision was communicated to Development Commissioners. The Community Projects Administration also informed the Planning Commission that a review of the scope and pace of the programme in view of the reduced financial allocation would be made in consultation with the Development Commissioners at the Development Commissioners' Conference to be held in May, 1956, and that thereafter it would be possible to indicate the State-wise break-up of the Rs. 200 crores allocated for this programme. This paper has accordingly been prepared and is submitted to the Development Commissioners for consideration.

3. After a careful consideration of all the relevant factors, it is proposed

tha the scope of the programme should remain as recommended by the National Development Council, namely, to cover the whole country with the N.E.S , and to convert 40 per cent of the N.E.S. Blocks into Community Development Blocks, in the Second Five-Year Plan period. It is considered that the over-all financial allotment of Rs. 200 crores would be adequate for this purpose, provided some adjustments in the blockwise budgetary pattern is made, based on the experience gained in the actual working of the programme. It is accordingly suggested that the revised budget provision for a C.D. Block should hereafter be Rs. 12 lakhs, and for an N.E.S. Block Rs. 4 lakhs. On the basis of the revised budgets, the financial implications have been worked out. A set of five statements indicating phasing, cost of development etc., has been prepared and is appended. Statement I summarises the overall position and statements II to IV give details. It will be seen that the total estimated cost during the Second Five-Year comes to Rs. 218 crores. After making an allowance of 7½ % for probable shortfall in expenditure and/or an efficiency cut, as desired by the Planning Commission, the cost of the programme during the Second Plan period is not likely to exceed Rs. 200 crores.

4. Some of the salient features in the calculations involved are as follows :—

(i) 3,800 additional N.E.S. Blocks will be taken up during the Second Five-Year Plan to cover the whole country, and 1,120 of these Blocks will be taken up for conversion as C.D. Blocks.

(ii) The programme of conversion has been so phased (vide statement III) that no N.E.S. Block which will have worked for the full period of 3 years is likely to remain unconverted, provided only that it reaches a level of performance suitable for such conversion.

(iii) The blocks (both N.E.S. and converted C.D) already allotted and in which work has started or will start on or after 1-4-1956 will operate on the revised budgetary pattern, viz. Rs. 12 lakhs for C.D., and Rs. 4 lakhs for N.E.S.

(iv) In order to assist in keeping up the tempo of work in the C.D. Blocks which will have completed their period of operation during the Second Five-Year Plan, a provision of Rs. 30,000 per annum per block (Rs. 5,000 for Social Education and Rs. 25,000 for Local Works) has been made for a period of 3 years; (item 9 of statement I).

(v) An '*ad hoc*' provision of Rs. 5 crores has also been made for certain special items like model villages, sample surveys, pilot projects, research, publications, etc. (item 10 of statement I).

(vi) The recurring expenditure on the N.E.S. staffing pattern for the blocks which would have completed their three-year period of operation is,

according to the definition applied by the Planning Commission, to be treated as "committed expenditure" and not "development expenditure". Costs on this account have, therefore, not been taken into consideration in these calculations.

I

Second Five-Year Plan—Community Development and N.E.S Programme Cost of Development—Summary

		Rs. crores
1.	Total expenditure committed on the programme taken up in the First Five-Year Plan (excluding short-term credit)	96.5
2.	Estimated expenditure during First Five-Year Plan	55.0
3.	Spill-over from the First Plan to the Second Plan (1-2)	41.5
4.	Total expenditure committed on the programme to be taken up in the Second Five-Year Plan.	268.5
5.	Expenditure falling during the Third Five-Year Plan.	104.6
6.	Expenditure during Second Five-Year Plan (4-5)	163.9
7.	Expenditure during the 2nd Plan including spill-over from 1st to 2nd Plan (3+6)	205.4
8.	Provision for Training Schemes directly administered by C.P.A.	2.5
9.	Provision for Local Works and Social Education @ Rs. 25,000 and Rs. 5,000 respectively per annum for all Blocks which will have completed operation as C.D. Blocks during 2nd Five-Year Plan (working sheet attached)	5.1
10.	Provision for certain special schemes like model villages, sample surveys, pilot projects, research, publications etc.	5.0
11.	Total expenditure during the Second Five-Year Plan Period (7+8+9+10)	218.0
12.	Less 7½ % probable short-fall in expenditure and/or efficiency cut.	16.4
13	Net provision required to be made in the 2nd Five-Year Plan (11-12)	201.6 or 200 crores (rounded)

Working sheet for item 9 of the summary statement.

Special provision for Social Education and Local Works for completed C.D. Blocks during 2nd Five-Year Plan.

Year	No. of Blocks completing C. D. period	Period for which provision is required during 2nd Plan period	Cost during 2nd Plan @ Rs. 30,000 per annum per Block. [Rs. 25,000 for Local Works and Rs. 5,000 for Social Education]
1957	220	3 years	60 x Rs. 30,000
1958	150	3 years	450 x Rs. 30,000
1959	250	2 years	500 x Rs. 30,000
1960	200	½ year	100 x Rs. 30,000
	820		1,710 x Rs. 30,000 =Rs. 5.13 Crores.

II

Second Five-Year Plan—National Extension Service
(Cost of Development)

Year	No. of Blocks	Cost during 2nd Five-Year Plan period
1956-57	(172)* 500	(Full i.e., for 172 Blocks)* Full i.e., for 500 Blocks
1957-58	650	Full i.e., for 650 Blocks
1958-59	750	5/6 x 375 = 313 Blocks 2/3 x 375 = 250 Blocks
1959-60	900	1/2 x 450 = 225 Blocks 1/3 x 450 = 150 Blocks
1960-61	1,000	1/6 x 500 = 83 Blocks
	3,800 (+ 172)	Cost of 2,343 (2171 +172) Blocks =Rs. 2,343 x 4 lakhs =Rs. 93.7 crores

Note : It is assumed that N.E.S. Blocks will, as in the past, be allotted twice every year, one instalment commencing operation on 2nd October and the other on 1st April.

* Allotted in 1955-56 but work started on or after 1-4-1956. Cost to be regarded as spill-over from the First Five-Year Plan.

Analysis of cost

Loan	Rs. 28.1 Crores
Non-loan	Rs. 65.6 ,,
Recurring	Rs. 32.8 ,,
Non-recurring	Rs. 32.8 ,,
Share of Centre	Rs. 69.1 ,,
Share of States	Rs. 24.6 ,,
Balance of cost falling in the Third Five-Year Plan period ...	Rs.65.2 Crores

III

Second Five-Year Plan

Additional cost on account of conversion into CD Blocks

Year	No. of Development Blocks to be converted	Cost during the Second Plan Period
1956-57	(250)*	(Full i.e. for 250 Blocks)*
1957-58	200	Full i.e. for 200 Blocks
1958-59	260	5/6 x 260 = 217 Blocks
1959-60	300	1/2 x 300 = 150 Blocks
1960-61	360	1/6 x 360 = 60 Blocks
	1,120 (+250)	Cost of 877 (627+250) Blocks
		= Rs. 877 x 8 lakhs
		= Rs. 70.2 crores

Note : It is assumed that 2nd October every year will be the date of conversion of N.E.S. Blocks into CD Blocks.
*Allotted in 1955-56 but work started on or after 1-4-1956.
Cost to be regarded as spill-over from First Five-Year Plan.

Analysis of Cost

Loan	Rs. 33.4 crores
Non-Loan	Rs. 36.8 ,,
Recurring	Rs. 14.0 ,,
Non-recurring	Rs. 22.8 ,,
Share of Centre	Rs. 57.5 ,,
Share of States	Rs. 12.7 ,,
Balance of cost falling in the Third Five-Year Plan :—	Rs. 39.4 ,,

—::o::—

IV

Estimated Expenditure on a National Extension Service Block for a period of 3 years

(Rs.lakhs)

Heads	Total	Recurring	Non-recurring	Loan	Other than loan
I. Project Block Headquarters					
(a) Personnel*	1.00	1.00	...	...	1.00
(b) Transport,** equipment, furniture etc.	0.10	...	0.10	...	0.10
(c) Project Office, seeds store, Information centre etc.	0.25	...	0.25	...	0.25
II. Animal Husbandry & Agricultural Extension.		...	...	...	...
III. Irrigation. } IV. Reclamation. }	0.75	...	0.75	0.60	0 15
V. Health & Rural Sanitation.	0.40	0.10	0.30	...	0.40
VI. Education	0.40	0.10	0.30	...	0.40
VII. Social Education	0.20	0.20	...	...	0.20
VIII. Communications.	0.30	...	0.30	...	0.30
IX. Rural Arts, Crafts & Industries.	...	...	...	...	...
X. Housing (for Project staff and rural housing).	0.60	...	0.60	0.60	...
	4.00	1.46	2.60	1.20	2.80

*Please see over-leaf.

**Cost of a jeep procured in advance will be adjusted after an N.E.S. Block has been converted into C.D. Block. Till then the cost will be shown in Suspense Account.

Analysis of cost

Cost of one N.E.S. Block	Rs. 4.00 lakhs.
Share of Centre : 75% of Non-recurring non-loan expenditure, 50% of recurring expenditure plus Rs. 1.20 lakh loan.	Rs. 2.95 lakhs.
Share of States.	Rs. 1 05 lakhs.

N.E.S. Staffing Pattern

I. 1 Block Development Officer to assist the S.D.O. at Rs. 300 per month (scale Rs. 250—400)	Rs. 3,600 per annum.
II. Extension Officers	
6 Extension Officers at Rs.200 per month each	Rs. 14,400 ,,
Agriculture (1)	
Animal Husbandry (1)	
Cooperation (1)	
Rural Engineering Overseer (1)	
Social Education Organisers (2)	
(1 man and 1 woman)	
10 Gram Sevaks at Rs. 100 per month each	Rs. 12,000 ,,
III. 1 Progress Assistant at Rs. 125 per month 1 Accountant-*cum*-Storekeeper 1 Cashier 1 Typist-clerk 3 Class IV staff	Rs. 9,150 ,,
Maintenance of jeep including pay of driver	Rs. 3,500 ,,
Miscellaneous contingencies @ Rs. 200/-p.m.	Rs. 2,400 ,,
Total for one year	Rs. 45,050 ,,
It is assumed that one-fourth of the staff already exists. Therefore, the cost of additional staff required for one year.	Rs. 45,050—11,263 or Rs. 33.787
Cost of staff for three years	Rs. 101,361 or Rs. 1 lakh (rounded)

V

Estimated Expenditure on a Community Development Block (Basic Type) for a period of 3 years

(Rs. lakhs)

Heads	Total	Recurring	Non-recurring	Loan	Other than loan
I. Project Headquarters					
(a) Personnel 1√	2.00	2.00	...	...	2.00
(b) Transport, equipment, furniture etc.	0.60	...	0.60	...	0.60
(c) Project Office, Seeds store, Information Centre etc.	0.25	...	0.25	...	0.25
II. Animal Husbandry & Agricultural Extension Demonstration equipment.	0.10	...	0.10	...	0.10
III. Irrigation. IV. Reclamation (including soil conservation, contour bunding etc.)	3.50	2√	3.50	3.00	0.50
V. Health & Rural Sanitation					
1. (a) Dispensary-recurring expenditure.	0.20	0.20	...	...	0.20
(b) Dispensary building.	0.10	...	0.10	...	0.10
(c) Dispensary equipment.	0.10	...	0.10	...	0.10
2. Drinking water supply.	0.50	...	0.50	...	0.50
3. Drainage and sanitation.	0.25	...	0.25	...	0.25
VI. Education.	0.70	0.20	0.50	...	0.70

VII. Social Education (including audio-visual aids and women, youth & children's programmes)	0.70	0.40	0.30	...	0.70
VIII. Communications.	1.00	...	1.00	...	1.00
IX. Rural Arts, Crafts & Industries	0.50	0.25	0.25	...	0.50
X. Housing (for Project staff and rural housing)	1.50	...	1.50	1.50	...
Grand Total :	12.00 3√	3.05	8.95	4.50	7.50

1√ Please see V(i)

2√ Also for rural electrification or any other self-financing scheme connected with agriculture.

3√ Includes cost of imported equipment estimated at Rs. 70,200.

Analysis of cost

Cost of one C.D. Block.	Rs. 12.00 lakhs
Share of Centre: 75% of Non-recurring non-loan expenditure, 50% of recurring expenditure plus Rs. 4.50 lakhs loan	Rs. 9.36 lakhs
Share of States.	Rs. 2.64 lakhs

V (i)

STAFFING PATTERN FOR A COMMUNITY DEVELOPMENT BLOCK

		Cost for three years Rs.
I.	Personnel as in N.E.S. Block	1,00,000
II.	*Plus* the following additional personnel :	
2	Gram Sevikas at Rs. 100/- p.m. each	7,200
2	Stockmen (Veterinary) at Rs. 90/- p.m. each	6,480
2	Messengers (Veterinary) at Rs. 50/- p.m. each	3.600
1	Extension Officer in Village and Small-Scale Industries at Rs. 200/- p.m.	7,200
1	Medical Officer at Rs. 300/- p.m.	40,920
1	Compounder at Rs. 100/- p.m.	
1	Sanitary Inspector at Rs. 125/- p.m.	
1	Lady Health Visitor at Rs. 150/- p.m	
4	Midwives at Rs. 90/- p.m. each	
2	Sweepers at Rs. 50/- p.m. each.	
Ministerial Staff:		
1	Senior Clerk at Rs. 100/- p.m.	33,480
1	Class IV servant at Rs. 50/- p.m.	
2	Drivers at Rs. 90/- p.m.	
	Total Rs. 330/- p.m.	
	T. A., Recurring expenditure such as petrol, stationery, postage, contingencies, etc. at Rs. 600 p.m.	
		Rs. 198,880
		i.e. Rs. 2 lakhs (rounded)

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Item III (b) Programme for Pre-extensive Period

The areas not already covered under the development blocks during the 1st Plan period, should be delimitated into a suitable number of National Extension Service Blocks, sufficiently in advance to enable completion of all preliminaries e.g. surveys etc. before the commencement of the actual programme in those blocks. Since the entire country is proposed to be covered under the National Extension Service, forward planning is necessary to ensure co-ordinated and expeditious development and to avoid all bottlenecks. During the pre-extensive period all efforts should be made to associate the people in order to determine their felt needs and to create in them the necessary enthusiasm so that the programme, when started, may proceed on a solid foundation and people's participation may be forthcoming to the required extent. Assistance from the Local Development Works Programme of the Planning Commission may also be availed of as far as possible during the preliminary stage as a focus of people's participation.

Item III (c) Programme for Pre-intensive Period

The programme during the pre-intensive period should be formulated so as to infuse in the people the desire for acquiring greater skill and better knowledge and the will to live a better life. The funds provided in the schematic budget are intended to bring about a nucleus of development in all the fields of tactivities over which subsequent development could be based. Although the actual development will be of a modest type particular stress should be laid on the people's part in the formulation of the programme. Having regarding to the relatively backward conditions of the areas inhabited by tribal and other scheduled caste people, it is necessary that the development of these areas should receive high priority and every endeavour made to bring those areas within the fold of the development programme as early as possible also as to raise their level up to that prevailing in the other areas. Financial assistance available for the development of these backward areas from a special grant, administered by the Ministry of Home Affairs, should also be availed of to the maximum extent possible in order to expedite the pace of development.

According to the procedure generally followed in several states, although the staff is posted in new National Extension Service Blocks at the time they are inaugurated, considerable time is spent in completing the various preliminaries viz. surveys, formulation of programme and budget

estimates, constitution of Block Advisory Committees etc., before actual development work is started. During this interval, which on an average extends from 3 to 4 months, the project staff, it is felt, is not employed fully on useful work. As the people's participation is an essential component of the development programme, this period could appropriately be utilised by the staff in establishing contacts with the village people and arousing their interest in development in order to ensure their prompt response immediately after the programme is taken up. The following suggestions have already been made in this regard to the State Governments.

(1) During the first 2 or 3 months after the inauguration of the block, it would be desirable to get the people fully acquainted with basic features of the programme.

(2) The block staff should organise at least one mela during the aforesaid period. The mela should be utilised for the purpose of demonstrating visually the different phases of the programme. The occasion should also be utilised for organising informally discussions in the evenings. In the course of these discussions, the block staff with the assistance of such peripatetic staff as the development Commissioner may be able to make available for the purpose, should explain to the people the manner in which the programme would be drawn up and implemented. Particular stress should be placed on the people's part both in the planning and the implementation of the programme.

(3) The first major activity of a physical nature undertaken in the blocks should be such as to make it possible for large numbers of people physically to be participate in the programme. The particular job selected should have popular appeal e.g. roads, irrigation, tanks and bunds etc. The items will naturally vary according to local conditions and requirements.

A list of items constituting an interim programme which could be taken up in advance of the approval of the full programme may be formulated and circulated to the Block Development Officers concerned immediately they are appointed in the new blocks. It is hoped that the State Governments have taken suitable action in the matter.

In the matter of selection of the extension blocks for conversion into Community Development Blocks for purposes of intensive development, due regard should be paid to the accomplishment of physical targets, the extent of people's participation in the programme, the progress of expenditure and also the availability of trained personnel.

Item III (d) Programme for Intensive Period

During the intensive period of development, the programme should follow the pattern laid down in the schematic budget. It should, however, be understood that funds provided under the Community Project budget are not intended to achieve the basic level of development and every effort should be made to ensure that the funds available with the different development departments and Central Agencies e.g. All-India Boards are concentrated in these areas, as far as possible. This programme should be considered as a forerunner of and not as a substitute for the development work, which is the normal recurring responsibility of the various departments.

Item III (e) Programme for Post-intensive Period

There is no question of the Community Development Programme being wound up during the post intensive period. It is only the intensive phase of the programme financed by specific provisions in the Block budget which will cease at that stage. The development programme included in the various departmental budgets for implementation as part of the 2nd Five-Year Plan in regard to the various subjects e.g. education, health, agriculture, communications, cottage industries, housing, etc. will have to be applied to those areas and implemented through the staff provided in the block. In view of the fact that the area covered by intensive operation will have grown more receptive to self help, the investment of departmental efforts are likely to receive a substantially higher return in terms of physical targets. The staff on the National Extension Service pattern will be retained in the blocks and the Central Government will continue to share the expenditure thereon on the agreed basis. The additional staff will be borne on the cadres of the respective development departments or attached to institutions etc. It is, however, for consideration whether any specific financial assistance from the Community Projects Administration would be necessary for continuance of any special programme e.g. local development works, social education etc. and if so, what should be the order of such assistance. Any allocation for this purpose will have to come out of the overall allocation of Rs. 200 crores for the programme during the Second Five-Year Plan.

The Community Projects and Development Blocks of 1952-53 and 1953-54 series are scheduled to revert to post intensive pattern after September, 1956. These projects and Blocks could, however, be terminated earlier if all available funds under 'Loan' and 'Grant' in the approved block budgets have been utilised, in full. If funds under 'Grant' only have been utilised, efforts should also be made to utilise the 'Loan' funds before

termination of the project period. If there is no scope for utilising the loan funds on productive schemes, already approved under any of the existing heads, there would be no objection to alternative programme e.g. rural electrification, village housing etc. being taken up in order to utilise the loan funds in which event the programme could be continued and finished by March 31, 1957.

Item III (f) Programme for Tribal Areas

The question of evolving a suitable pattern of development in tribal areas was discussed at the Fourth Development Commissioners' Conference held at Simla in May, 1955. It was felt that schemes sanctioned by the Ministry of Home Affairs for the tribal areas should be co-ordinated with those of the development blocks. It was decided that the pattern of development in the tribal areas covered or to be covered under the N. E. S. Programme should conform to the regular N. E. S. Programme except that the population coverage of a block may be approximately 25,000 instead of 66,000. It was also decided that a phased programme for tribal welfare in N. E. S. areas should be worked out jointly by the Ministry of Home Affairs and the Community Projects Administration. In non-N. E. S. areas such schemes would continue to be processed as local works. Special tribal welfare schemes in the N. E. S. areas would be financed from the funds administered by the Ministry of Home Affairs.

The tribal areas exist in the States of Assam, Bihar, Bombay, Madhya Pradesh, Punjab, Orissa, Andhra, Rajasthan, Madhya Bharat, Hyderabad, Manipur and N. E. F. A. The tribal population of India is not a homogeneous group. It consists of tribal communities ranging from those who still confine themselves to original forest habitats to those who have been totally assimilated with the general population. Evidently, no special programme of development is possible for these two categories. There are, however, semi-tribal communities who have (1) more or less settled down in rural areas and taken to agriculture and other occupations and (2) those who have migrated to the semi-urban rural areas and are engaged in civilised occupations. It is for these two classes that a special programme of development was called for. The total tribal population of India is estimated to be about two crores out of which about one crore is scattered in the plain areas while the tribal population in States of Bihar, Orissa, Madhya Pradesh and Assam is estimated at about 75 lakhs. Again, the tribal population is mostly mixed up with other population in these States except in certain places. Therefore, the programme of development would cover areas (i) exclusively inhabited by tribals and (ii) predominantly inhabited by tribals or in areas where the tribal population, though not predominant, is highly concentrated

in certain specific areas. Unfortunately, information regarding areas in which tribal population is precisely located as above is not available. Demarcation of such areas would, therefore, be the first step for the formulation of development programme for the tribes.

As a result of subsequent discussions between the officers of the Ministry of Home Affairs and the Community Projects Administration, the following decisions were taken and communicated to the State Governments concerned (vide C. P. A. letter No. CPA/7 (32) (1)/P/55 dated March 24, 1956) for the formulation of their proposals in this behalf :—

(i) In view of the scattered nature of the population in the tribal areas, the N. E. S. Blocks in such areas may be demarcated on an average population of 25,000 instead of 66,000. In blocks where the population is partly tribal and partly non-tribal, the population in each block may exceed 25,000.

(ii) In the opening of new blocks, preference should be given to tribal areas with a view to cover them under the N. E. S. Programme as quickly as possible.

(iii) The schematic budget of the N. E. S. Block is flexible enough to admit of suitable changes, and it may be modified wherever necessary to meet the particular needs of the tribal areas. The provision of loans in the tribal areas will be retained.

(iv) In mixed areas it was considered desirable to appoint one more officer having special acquaintance with the tribal sectors in addition to the usual complement of the staff in the block.

(v) The Ministry of Home Affairs will take up some pilot blocks for intensive development and these pilot blocks for their special schemes co-terminus with N. E. S. Blocks.

(vi) It was advantageous to start the special schemes in blocks which have been taken up under the N. E. S. scheme so that the benefit of trained personnel already in the field may be available for the implementation of the pilot projects. The Ministry of Home Affairs will keep this suggestion in view at the time of the selection of their blocks.

(vii) Should any of the blocks selected by the Home Ministry for their special schemes be taken for conversion into intensive development blocks, they would receive assistance from the C. P. A. in the normal way. The additional schemes will be financed by the Home Ministry through grants under Article 275 (1) of the Constitution. The savings thus released will be utilised by the Home Ministry on schemes outside these intensive development blocks.

(viii) With regard to schemes to be sponsored outside the pilot projects, they may be spread over other N. E. S. Blocks as also in areas which may not have been covered by the N. E. S.

Action taken by the State Governments on the basis of the above letter is awaited.

It is believed that the State Governments concerned have started taking action for the demarcation of the exclusive or partial tribal areas and re-adjustment of the boundaries of N. E, S. Blocks already started or proposed to be started on the basis of the revised population coverage of 25,000 as indicated above.

It is hoped that the Development Commissioners would be in a position to make their recommendations for the selection of 30 N. E. S. Blocks in the tribal areas for the introduction of the special schemes to be financed by the Home Ministry through grants under Article 275 (1) of the Constitution. The Development Commissioners are requested to state their reaction to the above decisions communicated to them and the difficulties encountered, if any, in their implementation. Further proposals for the formulation of development schemes for the tribal areas would also be welcome.

The introduction of development schemes in the tribal areas raises an important question regarding training of the personnel required for the implementation of the programme. It is evident that special training in the problems of the tribal areas will have to be imparted and that training centres at suitable places should be started as early as possible or special facilities for such training arranged at the existing centres to cope with the requirements of personnel for the N. E. S. Blocks containing tribal areas. The Development Commissioners would be invited to put their suggestions for the location of such training centres. The actual requirements will have to be calculated and a time schedule will be worked out according to which trained personnel should be made available to the blocks which are opened in the tribal areas.

TRAINING
Item IV

Item IV (a) Project Personnel

Item IV (a) (1) Institutional Training.

In the pages that follow specific points in respect of the training programmes for different categories of project personnel have been brought out for the consideration of the Conference. There are, however, a few general points as indicated below which apply more or less to all the categories and which deserves special consideration of this Conference.

Minimum standards for recruitment :

2. Minimum standards of recruitment have been laid down by almost all the States and they are generally being adhered to. Relaxation have, however, been made in case of ex-army personnel for the V.L.W's post and persons coming from tribal and backward areas. These relaxations are considered necessary. It has, however, been found difficult to adjust the class-room training for a batch with varying degrees of educational background. The number of these relaxations are so few that they do not justify separate training centres for them. It is, however, for consideration whether in the interest of efficient training, persons with lower qualifications could not be grouped together in a separate section of the class and given special coaching. This would ensure development of the less qualified people and, at the same time, would not hamper the progress of others.

Selection of trainees :

3. A number of States have developed a good system of selection of candidates for the various courses with the result that the general quality of the trainees has gone up considerably. This, however, is not so in the case of the departmental candidates, who in some cases, are nominated by the heads of the departments without their going through any prescribed test which is applicable to outside candidates. In certain cases this has resulted in a lower calibre of departmental people. The Conference may like to consider whether some system could not be introduced for the selection of departmental candidates as well wherever it is not so.

4. Quite a number of cases have come to notice where the persons already serving in the regular departments were not consulted before they were sent up for training. When interviewed by the staff at the training centres and also, others, they sometime frankly expressed their unwillingness to serve ultimately in the post for which they had been sent up for training. Such situation is neither conducive to a proper training nor to efficient field work subsequently. The Conference may consider whether it is not possible to obtain the willingness of the departmental people before they are deputed for training. If the recommendation made by the last Conference to arrange for two or three months' pre-training field experience, particularly in respect of

SEOs & BODs is followed, it would be possible for the officers to express their willingness or otherwise to take up a particular assignment and at the same time the supervisory staff, would be able to assess their suitability for the post.

5. Suggestions were made by the C.P.A. sometime back for constituting selection board for the recruitment of certain types of project personnel. This suggestion was not intended to run counter to any obligations on the part of the Development Commissioner to conform to the rules of recruitment laid down by the State Government. Those suggestions were only made with a view to expediate selection and necessary adjustments had to be made to conform to the State rules on the subject. This point is brought to the notice of the Development Commissioners for their information in order to remove any misunderstanding on the subject.

Pre-training field experience

6. Following the recommendation of the Simla Conference, there is increase in the number of States who have made the pre-service field experience a regular part of their programme. Persons before they are deputed to the regional all India Centres are deputed in the field for a period of two or three months. How to make this field training more purposeful, was discussed in detail at a number of regional seminars. It was recommended that each State may lay down a concrete programme to be followed during this period. They may also select a few projects and make the officers incharge of these projects responsible for giving this training. It may be necessary for the Development Commissioner to give a certain orientation to person incharge of these Blocks so that they could be effective trainers. A subsequent institutional training in fact would be a continuation of the initial training that the officers would receive in their own State under experienced project officials.

7. A view was also expressed at these seminars that the States were finding it difficult to meet the salary etc. of these persons who had to be appointed five to eight months before the actual inauguration of the Block. The Conference may like to consider as to how this difficulty can be overcome.

8. One of the regional seminars had suggested that in the case of VLWs, after they have finished their basic agricultural course, they may be sent to the field for a period of atleast three months before they are given the subsequent extension training for six months. The Conference may consider this.

Utilisation of Training Capacity

9. Inspite of best efforts on the part of all concerned it has been a common experience that the present training capacity, which as it is, short of the total requirements, is not being fully utilised, Recently the C. P. A. had sent a circular letter to the State Governments indicating the number of personnel of different categories required by them during the second

Plan period. The number of trainees that each State should depute at the various courses has also been indicated. It is suggested that the State Governments may very kindly ensure the selection and recruitment of the personnel sufficiently in advance so that the present capacity is not wasted. Utilisation of the training centres, short of their full capacity, is likely to present a very serious problem for manning the Blocks to be taken in hand during the Plan period. The Conference may also like to discuss if there are any other difficulties

Trainers

10. Inspite of the various recommendations made at the Development Commissioners' Conference as also the Conferences of the Principals of the Training Centres, the position with regard to the number and the quality of the trainers still remains somewhat a matter of concern. The entire future of the development programme very largely depends upon the calibre of the trainers and unless they are selected from the very best men available in the field, the training would not be as effective as one would like it to be.

11. A technical person working in the field has a natural reluctance to go and work in a training centre where he can at best have the satisfaction of imparting the knowledge he possesses but where he does not have enough ground to improve upon his existing knowledge. This facts needs to be recognised in addition to certain other facilities which a field technical person enjoys. In order to counter-act this a definite incentive may be in terms of suitable emoluments and other facilities in order to attract good field workers for work in the training centres. The period of deputation at a training centre may be worth specifying. The Conference may consider how best this problem can be solved.

12. Regular field visits by the trainers is considered absolutely essential to keep the training related to the field conditions. In addition to this it would be useful, particularly in respect of those members of the staff who are, more or less, permanently stationed at the training centre to go and work in the field for a definite period of say six months or so. This stay would be more effective in bringing them nearer to the ground than a casual visit of a few days in a project area.

13. As the development programme goes ahead more and more demands of a technological nature are bound to devolve on the project personnel and hence upon their trainers, whereas in the initial stages a good field worker was quite suitable as a trainer, a time would soon come when he will have to be a far more qualified man than what he is to-day. This would necessitate deputing some of the staff members for regular post-graduate advanced technical courses which may have to be established in some of the Universities in this country. The Conference may consider this proposal.

Tension Block Around Training Centre

14. With a few exceptions, all the training centres in the country have a development Block around it. A satisfactory relationship between the training staff and the project personnel which would facilitate practical field work of the trainees has however not developed to the extent required. In some cases the Principal of an Extension Training Centre has also been made incharge of the development Block around it. It would be worth while for the Conference to know the experience in such cases and to see whether the same person should be charged with dual duties.

Evaluation

15. As recommended by the Simla Conference, C.P.A. have appointed a Committee under the Chairmanship of Shri M. S. Randhawa to go into the entire field of training. The report of this Committee is awaited.

Miscellaneous

16. Reports from the training centres regarding the delay on the part of the State Govts. in payment of stipends to the trainees still continue. Similarly advance payments are not always made privately towards travelling expenses when the trainees go out on study tours during the period of their course. This has caused considerable hardship to the trainees and embrassment for the training centres. The Conference may suggest ways by which this administrative difficulty can be resolved.

Review of the present training facilities

1. Village Level Workers

(1) To meet the present requirements of the Village Level Workers, 43 centres have started functioning and it is expected that during the Second Five-Year Plan 18 centres comprising of 8 single-shift centres and 10 double-shift centres will be started in addition to conversion of existing 10 single shift centres into double shifts centres to meet the additional requirements.

(2) The standard regarding the selection of candidates, period of training and the contents of training have been fairly standardised. The administrative machinery to look after this training programme is well established both at the State and at the Central level. Adequate provisions have already been made for training in basic agriculture for 12 months to precede the 6 months extension training at the Extension Training Centres.

(3) Although efforts have been made to recall the earlier batches of V.L.Ws., who were not adequately trained, for additional training at a later stages, the number of V.L.Ws. thus trained is not very large. And this has left the gap of some semi trained V.L.Ws. for giving them subsequent training which they missed in the early stages. It is also for consideration that such training should be provided without avoidable hardship to the V.L.Ws., who did not have adequate initial training, for no fault of their, and who have by this time put in 2 or 3 years of service. The V.L.Ws. when recalled, should also be given necessary orientation for the industries programme which did not have sufficient emphasis in the earlier course.

2 Gram Sevikas

(i) 25 Home Science Wings have been attached to the Extension Training Centres. In addition Kasturbagram Institute, Indore and Shivaji Education Society. Amravati have also taken up the responsibility to train Gram-Sevikas for C.P.A. The total capacity as present is 540 per year. Out of the 25 Home Science Wings, only 22 have started functioning. It is hoped that the other, will start soon.

(ii) The Ministry of Food & Agriculture are making arrangements to expand the present capacity to meet the requirements of the Second Plan period.

(iii) Difficulty is being experienced in recruiting suitable women for training as Gram Sevikas. The Inter State Regional Seminars which have given considerable thought to the problem of attracting more Gram Sevikas for the programme have made the following recommendations :-

(1) Facilities in respect of the residential accommodation and equal pay scale with the Gram Sevaks.

(2) Educational qualifications may be relaxed to middle standard provided they have the necessary aptitude for village work.

(3) Security while working in the villages may be ensured by allowing two of them to work together or some such other arrangements with other women workers as may be considered desirable.

(iv) The Development Commissioners may consider the recommendations and any other points that they may like to suggest in this connection in order to find out ways and means of attracting suitable candidates to work as Gram Sevikas.

3. Block Level Extension Officers

At the last development Commissioners' Conference it was agreed to expand the extension training centres to provide facilities for orientation training of Blocks Level Extension Officers in Agriculture and Animal Husbandry. These recommendations have already been implemented by some states. The experience of such States may be stated in order to emphasise in the States which have not been able to arrange for this training so far that it is desirable to implement the recommendation early in view of its importance.

4. Block Level Extension Officers (Co-operation)

The Ministry of Food and Agriculture have undertaken to organise through the Reserve Bank of India 8 training centres for the Block Level Extension Officers (Co-operation). Out of these 5 centres have already started functioning. The period of training is 10 months. The experience of these centres in the first course has also been a little unhappy in the matter of utilisation of training capacity. As this is the first course, some difficulty could naturally be expected. It is, however, felt that by the second course the State Governments will be able to utilise the full training capacity and depute their officers well in time.

The States of Bengal, Punjab and Andhra had expressed that their officers had already had adequate training in co-operation. It has, therefore, been agreed in such cases to organise, short-term refresher courses of about 3 months for these officers to bring their knowledge up-to-date especially in regard to the recent developments in the field of co-operation in India.

5. Block Level Extension Officers (Cottage Industries)

(i) Following the recommendations of the Development Commissioners' Conference held at Simla in 1955, training arrangements have been made by the Ministry of Commerce and Industry and Ministry of Production for training of Block Level Extension Officers in Cottage Industries at the

four regional Institutes, of small Scale Industries (Calcutta, Madras, Bombay and Delhi) and three Khadi Gram-Udyog Vidyalayas (Nasik, Ahmedabad and Kallupatti) respectively. One additional Khadi Gram Udyog Vidyalaya is being opened at Nilokheri. The Total capacity of all these centres would be enough to meet our requirements of training of Block Level Extension Officers in Cottage Industries for each of the C.D. Blocks. The total number of such blocks by the end of the Second Plan period is expected to be about 1,800.

(ii) Experience has shown that candidates for the Block Level Extension Officers in Cottage Industries are not available with preferential qualification of diploma or degree in Electrical and or Mechanical Engineering. Relaxation in qualification has been made to meet the requirements.

(iii) It is felt that unless some arrangements are made to increase availability of Elctrical and Mechanical Diplomates, we shall have to continue such a relaxation for a very long time. The normal educational facilities in the engineering field are just enough to produce personnel for the country's expanded urban industrial programme and unless some special courses are organised to train up additional Electrical and Mechanical overseers for the work in the Community Projects, it will not be possible to get these hands in the normal course.

(iv) Although the general responsibilities of the Block Level Extension Officer are organisational and not that of a craft specialist, the knowledge of Mechanical and Electrical Engineering would give him wider general outlook to be a better Industries Extension worker.

(v) The Development Commissioners may consider and give their opinion regarding the desirability of organising a special course for training in Electrical and Mechanical engineering for persons to be recruited as Block Level Extension Officers (Cottage Industries). It may also perhaps be possible to modify the present contents of training for Mechanical Overseers so as to produce the Block Level Officers (Cottage Industries) directly from the existing technical Institutes.

(vi) The Rural Higher Education Institutes being sponsored at 10 centres in the country by Ministry of Education have also provided village Industries as an optional subject in their Rural Services Diploma course. The candidates offering this subject will be suitable as Extension Officers in Cottage Industries after such further trainining as may be indicated.

6. Social Education Organisers.

(i) At present there are 8 training centres, with an ultimate capacity of 640 per six months or 1280 per year. This capacity falls short of the required capacity to provide training to all the Social Education

Organisers required to cover the country by the end of the Second Plan Period. More centres will be opened only after the present capacity has been fully utilised.

(ii) Attention of the Development Commissioners is drawn to the last Conference when it was agreed that all steps may be taken for the full utilisation of capacity of the training centres. Inspite of this, however, full capacity is still unutilised. It is likely to cause a very severe bottleneck in latter stages of plan, when the trained personnel will not be available to take up the N. E. S. and C. D. Blocks.

(iii) It is once again emphasised that state Commissioners may give a serious thought and may evolve a system by which the training capacity is fully utilised and a sufficient number of trained S. E. Os. are available when needed.

(iv) In the last meetings of Directors of Social Education Organisers Training Centres and the Principals of Block Development Officers Training Centres held in January, 1956 the following recommendations were made :—

(1) Members of the Staff of Social Education Organisers Training Centres should be deputed to a block for a period of about 3 months so that they could get full experience which is very desirable for them to make the training more realistic.

(2) An Art Cell be created at each of Social Organisers Training Centres with a view to train Social Education Organisers in Arts and Crafts so that they in turn can create art consciousness among the villagers. This Cell will provide practical training for the folk art to Social Education Organisers and will also serve as Production Centres for visual aids to be used by the Social Education Organisers in the field.

(3) Refreshers' courses should be organised for the S. E. Os. who have worked in the fields for atleast two years. Some B. D. Os. from the field may also be invited to join in the courses which may last for about a week or so.

The Development Commissioners may consider these recommendations and offer their suggestions.

7. Block Development Officers

(i) The remarks made above about S. E. Os. apply more or less in the case of B. D. Os. So far as the utilisation of full training capacity is concerned.

(ii) The Simla Conference had recommended that the Block Develop-

ment Officers before being deputed to these Training Centres should have atleast 2 to 3 months field experience in their respective States. This practice is now being followed by quite a number of States but it has yet to become a universal practice. The regional seminars at which this subjec was discussed had suggested that a definite course of training should be laid down by each State for this pretraining field experience. A number of blocks should be selected in the State and its B. D. Os. and District Development Officers given the necessary orientation training so that they could take in turn the responsibility of providing the necessary field experience to the new B. D. Os. before they go for training at the all-India centres.

(iii) It has been found very difficult to obtain the services of suitable persons to work as trainers at the B. D. O. Training Centres. It is earnestly requested that the conference may impress upon the State Governments to spare their experienced persons atleast for a period of two years to work at these training centres. It is only with the cooperation of the State Governments that these centres can be fully manned. In the absence of suitable trainers in adequate numbers it has now been decided not to increase the number of training centres but to take care of the additional requirements by increasing the capacity at each one of these three centres. It has also not been possible so far to implement the recommendation of the last conference to increase the period of training from 6 weeks to 8 weeks for the same reason.

8. Overseers

(i) Last Development Commissioners' Conference recommended the organisation of an *ad-hoc* course for training of overseers to be appointed in the blocks for the works programme. The Ministry of Education, Government of India have finalised the scheme and made a reference to the State Governments offering central financial help for organising such courses at the existing training institutes. Replies have been received from a very few States. Their replies indicate that the State Governments are not anxious to start this *ad-hoc* course. This is probably because some of the States have already organised short term courses to train up their own overseers, or probably because the increased capacity of the training in the States is sufficient to meet their requirements.

It is suggested that the Development Commissioners' Conference may consider the reasons for which the scheme has not been accepted so far and may find out if it is at all desirable to persue it further.

(ii) Provision has already been made for Rural Engineering course in the Rural Higher Education Institutes to be promoted by the Ministry of Education. These Institutes will provide 3 years course of Rural Engineering, which will equip these overseers adequately to work in the villages.

9. Health Personnel

(i) In the field of public health, 27 centres for the training of Auxiliary Nurse-Mid-Wives, Mid-Wives and for Lady Health Visitors are in operation. Action has been taken by the Ministry of Health to expand the facilities to meet the requirements in the Second Five-Year Plan.

(ii) The three Centres at Poonamalli, Singur and Najafgarh have given orientation training to 556 health personnel so far. Here again the main difficulty has been the full utilisation of training capacity. Very few States are deputing the full quota of these health personnel for this training. The Conference may like to suggest ways to ensure this. It may be noted that the present capacity is far short of total requirements.

(iii) Three Action-*Cum*-Research Centres are proposed to be set up near these Orientation Training Centres to deal with the problems of enviornmental sanitation and hygiene.

Item IV (a) (i) A note on "Institutional Training" of the agenda. (prepared by the Ministry of Food and Agriculture).

I. In view of the fact that the N.E.S. is our accepted permanent pattern of administration it is important that the work of Extension Training also be established on a permanent footing. This alone can provide necessary atmosphere for selfless and devoted work on the part of qualified instructors with the right aptitude for such arduous and whole time work. Likewise a strict assessment has to be made of each individual instructor's work and worth. The undesirables have to be weeded out.

II. The Basic Agricultural schools and Extension Training Centres must not be treated as either jumping or dumping grounds for staff.

III. Considering the importance of the training programme energetic action is required so that posts are not allowed to run vacant for months at a stretch. Also frequent transfers and shifting of staff members have to be avoided.

IV. Steps need similarly to be taken in those several places where even after months of starting, necessary facilities and equipments for training are lacking. To cite some common illustrations—there are Agricultural Schools without lands and bullocks, not to speak of the lack of facilities for training in dairying, animal husbandry, poultry, fisheries and agricultural engineering.

V. Greater stress appears to be necessary on training in Co-operation, Panchayats, Village Youth Organisation and Rural Industries. Staff and training facilities in these subjects have to be augmented.

VI. Teaching methods and techniques as also the lay out of the curriculum need closer examination and improvement.

VII. Integration of training at the institution with village work experience is called for and this requires integration of training programme at the institution with administration of N.E.S. Blocks around where trainees gather field experience. Also ways and means have to be devised to bring instructors and officers in N. E. S. and Community Development Blocks closer together.

Directorate of Extension & Training
(Ministry of Food & Agriculture)

BRIEF STATISTICAL REPORT OF PROGRESS AND PLAN

Institution	Type	FIRST FIVE-YEAR PLAN				SECOND FIVE-YEAR PLAN	
		Numbers planned	Numbers actually started	Trained upto Feb. 1956	Under training (Feb. 1956)	Additional centres planned	Number of trained personnel required
Extension Training Centres (for V.L.Ws.)	Single shift	12	11	12,397 (against target of 12,000)		8	
	Double shift	32	32		3,208	10	38,000
Basic Agricultural Schools and Wings (from where trainees go to E.T.Cs)		54	54	4,725	4,024	41	,,
Home Science Wings (for Gram Sevikas)		27	27	...	367	Extension of existing 9 centres. Establish new 2 centres.	4,000
Group Level Worker Wings	Type A	7	17	At Extn. Training Centres prior to establishment of Wings. 1,349	121	Type A 16	11,400
	Type B	10		At G L.W. Wings	367	Type B 5	
Extension Wings attached to Agricultural Colleges.		5	2	...	...	...	...
Workshops (for training of rural artisans e.g. carpenters, smiths etc. besides V.L.Ws.)		20	7	...	124	5	2,500
Training of V.L.Ws in Village Youth activities.			No plans			Proposals under consideration.	

Refresher Courses :	V.L.Ws	No Plans	Proposals under consideration to train 40,000 out of 50,000 V.L.Ws.
	G.L.Ws	-do-	Proposals under consideration to train 7,500 out of 15,000 G.L.Ws.
	Instructors	-do-	Proposals under consideration to train 1,000 Instructors.

Besides the above, the Directorate is presently engaged on plans to bring out suitable regional text books in subject matters taught at the Training Institutions. A quarterly journal entitled Extension has been started in 1956 and two numbers have been brought out. Efforts are also being made to provide a suitable Museum-*cum*-Information room at each institution. Standardization of library audio-visual aids and techniques after pooling available knowledge and experience is also being aimed.

Note on item iv (a) (ii)—Organic relationship between the training centres and the field.

Last Development Commissioners' Conference held at Simla had made a number of recommedations to keep the training related to the field condition. The note on the previous item on the agenda has indicated the extent to which these recommendations have been implemented. To a certain extent they have helped in establishing a relationship between the training centre and the field programme. Barring one or two places the State Governments have located a development block around the training institutions to provide a field laboratory for the trainees.

2. A training institution which takes upon itself the responsibility of producing workers for a movement like the Community Development Programme should also ensure a certain amount of continued guidance and fresh knowledge to its aluminii. This is only possible if the training centres take up some specific problems for study in the project areas with a view to finding out their possible solutions. This may also necessitate an intansive field work supervised by the training staff. The existing training institutions have yet to play their role in this context.

3. In a few cases the Principal of the Extension Training Centre has been made administratively responsible for the development activties in the entire block round the training centre. It would be worthwhile for the conference to consider the extent to which this practice has proved useful and whether it could be adopted universally with or without any modifications.

4. The Ministry of Education have alerady initiated action towards the establishment of institutes for rural higher education as recommended by the Committee on higher education for rural areas appointed by the Ministry of Education some time back. The activities of this institute would be broadly divided under three main headings–training, research and extension. If these three departments could develop to the extent envisaged in the report it would be possible for these institutes to take up the responsibility for undertaking research work on problems thrown up during the implementation of the Community Projects Programme. They could also help in bringing about the desired coordination between research, extension and training of workers. The conference may like to consider how the extension activities could be dovetailed with the working of these institutes.

5. The Conference may also like to make any other recommendation leading to the establishment of an organic relationship between the training centres and the field.

Item IV (a) (iii)—Inservice training programmes

"The term inservice training is commonly used in two senses. In its narrower meaning it denotes the planned training of newly appointed staff in the particular methods and technique of an agency. In its broader sense it includes other methods used by an agency to improve the quality of service rendered by the agency staff or by any particular section of it." It is in this broad sense that the term is used in our Community Projects Programme.

2. In a programme like the Community Development where the conditions both social and economic are fast changing as the programme goes ahead, the mental equipment of the person engaged on this work who had been earlier given an initial training very soon falls short of the requirements in the field. This necessitates a continuous appraisal of the requirements and bringing the personnel up-to-date. The inservice training programme, therefore, to be effective must be designed to cope with the changing situations and should be systematically co-related with the work to be done in the field. Since the inservice training is closely related to the job to be done job analysis should procede the planning of inservice training programme for any group of project personnel.

3. The entire subject of the inservice training programme was discussed at the Forth Development Commissioners' Conference at Simla where a number of recommendations were made regarding the various training schemes. The position in respect to each one of them is indicated in the following pages. There are, however, a few but important general issues connected with the entire field of inservice training which deserve the consideration of the conference :—

(i) Following the recommendations of the Simla Conference it was suggested to the State Governments to appoint an officer of the rank of a Deputy Development Commissioner on the staff of the Development Commissioner responsible for the various training programmes both institutional as well as inservice in the State. Quite a number of States are yet to appoint this officer. It has also been suggested that an orientation seminar be organised for these officers. This could only be done after these officers have been appointed in all the States. Whereas a number of these activities have been initiated by the State Governments they are yet to take a systematic form and for doing so it is essential that this officer should be appointed as early as possible. It is not only the content of the training which is important but equally important is the method or the technique employed in any inservice training programme. There is thus a need for as specialised attention to this subject through an officer specially charged with this

responsibility. The conference may like to consider the difficulties, if any, in giving early effect to this recommendation.

(ii) The initial training should be used as a means of determining the suitability or otherwise of a project worker. Thereafter there should be reasonable amount of security which should be guaranteed to the workers. In order to get maximum result out of the insericve training programme and thereby have an effective impact on the quality of personnel, it is essential to ensure continuity of service. Human relationships developed in the course of work play a very important role in the community development programme. Whereas a reasonable sense of security as stated above need to be guaranteed to the workers the inservice training programme should also help the administration in affecting promotions etc. to its workers.

4. As a part of the inservice training programme, Simla Conference had recommended organisation of seminars, study tours and refresher courses. The position regarding each one of these activities is stated in the following paragraphs :- In addition to these the other activities which are suggested are

(a) organisation of study circles,

(b) instituting a system of departmental tests,

(c) intensification of production of literature and allied extension aid.

5. **Seminars :** Following the recommendations of the Simla Conference 6 inter-State regional seminars were organised by the C.P.A. during the period October 1955 to April 1956. In addition to the Development Commissioners, District Development Officers, Extension Officers, Social Education Organisers, Village Level Workers and Heads of the training institutions, a number of Heads of Departments and non-official members of Project Advisory Committees were also invited to these seminars. Representatives of other non-official organisations working in the field of rural development were also invited. These seminars proved extremely useful. The subjects that were discussed were broadly divided under two categories, namely.

(a) activities like cottage industries, cooperation, work among women and children etc. where the overall progress in the field has been poor on account of lack of clear understanding as to the directions in which the programme should move. The frank discussions and the experience in various parts of the country helped in formulating certain concrete action programmes in respect of each one of these fields. They have been referred to in the notes under the respective subjects.

(b) programmes like people's participation, training and administration. These items were included with a view to have an exchange of ideas about the developments and difficulties in these fields. A great emphasis was exhibited to give a concrete shape to the actions that should be taken to make the programme, a people's movement with Government participation.

These seminars in addition to providing a ground to find solutions to the problems by mutual consultations have proved an extremely useful platform for developing an all-India outlook and comradeship on the part of the project personnel.

6. In addition to the inter-State regional seminars organised by the C.P.A. a number of States have organised intra-State seminars as also seminars for project personnel at lower levels. They have become more or less a regular feature of the project activity.

7. The Simla Conference had observed that these seminars at the various levels should be organised in such a manner that at a particular seminar only such problems are discussed which have been thrown up as a result of deliberations at seminars at lower levels. In other words it was intended to have an organic growth of this programme. This has been achieved to some extent.

8. In the light of experience, the conference may like to consider :

(a) Whether it is useful to continue the programme of inter-State regional seminars as it stands today with or without any modifications regarding the persons participating at the seminar or the nature of the seminar in the light of past experience.

(b) What concrete steps should be taken to organise seminars in a manner that the problems discussed at a level are thrown up for consideration at the next higher level.

9, **Staff Meetings** : Staff meetings are perhaps most wide spread form of an inservice training programme. These staff meetings may be done for all the staff members or for any particular group of workers. They generally do not last for more than a day and help in periodically bringing the staff members together. They have become now a regular feature.

It is important that staff meetings should be held at regular dates and times and that they should last for a definite period and that every-one concerned should be expected to attend and to take part. It is also necessary that their content should be both helpful and stimulating and everyone should be encouraged to contribute to its deliberations. Day to day administrative matters and difficulties could also usefully be discussed

at these staff meetings but the discussions in these should be kept apart for a specific time from the discussions pertaining to the technical aspect of the programme.

10. **Study Tours** Following the recommendations of the Simla conference a programme was drawn up for the study tour for personnel at various levels. In this programme the activities are :—

(a) **Foreign study tours** A number of teams are proposed to be sent to various countries to study specific aspects of the Community Projects Programme. Before these tours are organised two teams have been sent out to various parts of the world with a view to find out the places where subsequent teams could go for an intensive subject-matter study. It is expected that about 40 to 60 persons would be able to go out on foreign study tour under this scheme.

(b) **All-India Tours** All-India study tours are proposed to be organised during this year. Two of the teams have already completed their tour and others are expected to follow. In all there would be 100 persons who would participate in these tours. These teams are led by senior officers and include persons from a number of States in a region and of different categories. The little experience that has been gained so far has established their usefulness as a media for inter-change of experience.

(c) **Regional tours** State Governments have been advised to organise regional tours of project personnel. These tours are for study of particular phases of the programme and are to be undertaken for such of the States where any particular activity has made a definite headway. Information is not available as to the extent to which these regional tours have been organised. It is expected that atleast 400 persons would be able to participate in this scheme.

(d) **Other study tours** Suggestions have also been made to organise local tours for project personnel and non-official members of the Project Advisory Committees. Financial assistance has also been offered to the State Governments for the organisation of these tours.

11. The little experience available as a result of the study tours has established their usefulness. One method of adding to their utility merits special consideration. A person who goes out on a study tour is supposed to act as an "Ambassador" of the area that he represents and on

his return from the study tour he is expected to act as an "Ambassador" of the area visited by him. In order to bring this idea into actual practice it is absolutely essential for, say, a person going on an all-India tour to be throughly conversant with the entire programme in his own State. This would indicate again an organic development of the programme of these study tours. Only such persons should go on an all-India tour who have earlier had a tour of their entire State and may be of a few neighbouring States. It is then that he would be able to get a full benefit of his wider tour and also the areas visited by him would be able to have best advantage out of him to promote a two-way flow of ideas and experience.

The conference may like to consider how this could be assured in addition to any other suggestions that they may like to make in regard to the organisation of these study tours.

12. **Refresher courses**: The Simla conference had recommended that the refresher courses should form a part of the regular inservice training programme. Whereas in a number of States they have been organised, they are yet to become a regular feature of the training activity. The conference may discuss difficulties, if any, in this respect.

It may not be out of place to re-emphasise the importance of these refresher courses. They

(a) help the Project workers in remaining up-to-date with the current developments in their field of activity.

(b) help them in meeting their co-workers as well as the staff of the training centre and thus exchange ideas about their common problems to their possible solutions with the assistant of the training staff.

(c) enable the workers to look at their work from a distance and assess it in terms of the achievements of their co-workers in different areas under more or less similar conditions.

(d) provide a mental relief by taking the worker away from his worries of the day to day work.

13. The PEPSU Government while accepting the usefulness of these refreshers courses to prevent stagnation have suggested that since this involves absence of the workers from the field a reserve cadre should be created particularly for the V.L.Ws to take their place where they are away. Since these refresher courses are only for a short duration the conference may consider whether it is at all necessary to provide a substitute during that short period and if so how the additional cost involved could be met.

14. **Study Circles**: The Community Development programme has now been in action for over three years and the project personnel and the

people have gained considerable insight and knowledge in the working of the programme. Grow discussion have been one of the most effective instruments in bringing about a healthy development in the thinking process, but this has been confined practically in seminars and conferences. The field staff have not had full opportunity to participate effectively in these discussions. It is felt that a stage has now been reached in the programme when study circles could be constituted at the block level and may be in a V.L.W circle also. In these circles the block personnel, the village leaders, the village teachers and other non-officials of the area could come together in a sort of form and discuss common problems connected with the programme. On this subject Administrator, in his monthly letter dated March 31, 1956, had observed :—

> "Both C.P.A. at the centre and organisations in the States have been producing and pushing out enormous volumes of literature on all aspects of the programme. But production of knowledge, howsoever palatable, is one matter and its comsumption by others for whom this is meant, is another. I have seen in the Ramakrishna Mission the inmates of the Ashram getting together every evening, and more fully on a particular evening in a week, reading and discussing together on common subjects of study. Could we not do this for our Block staff at the District and State levels ? I am advocating nothing other than the practice, that validity of which we never question in the Church, the Mosque, or the Temple where we meet for a common congregation. The Government staff today is engaged in a no lesser a sacrament. The method, therefore, will have to be identical, if the past is to be any guide to the future. If we can begin this practice in right earnest, it is but inevitable that thepractice will spread to other areas also. We saw the begining of this in a seminar of Members of Parliament, which was organised sometimago in Delhi. May be, we shall also soon have the opportunity of participating in study circles for Parliamentarians and Legislators in the States. But couldn't we begin ourselves, say at the Block level ?"

The Conference may consider this matter and recommend a plan of action.

15. Departmental Test N.E.S. has been accepted by the Centre and the State Governments as a permanent pattern of the rural services which the State is going to provide to the country for the time being. The advisability of making the staff permanent in these blocks has been emphasised at a number of seminars and conferences. This is meant to allay the fears entertained by the staff about the insecurity of their service on completion of a particular phase of the programme. While it is necessary to create an incentive for work amongst the

staff, it is also equally important to ensure that the personnel are well equipped for the task. The process of confirming the staff and giving them promotion through departmental tests is not a new idea. It exists in the States and in the Centre. The holding of such tests will enable the field staff to acquire new knowledge through increased efforts. The conference may like to consider the introduction of departmental tests for the project personnel before confirming them against particular posts as also for the purposes of promotion to higher grades. They may also like to consider the advisability of insisting upon a certain proficiency in work to enable the project staff to sit for any departmental test.

16. Production of Literature and allied Extension Aids:

To equip field workers properly, the C. P. A., in addition to its training programme, has been constantly supplying extension aids to all. These extension aids, besides literature, both technical and popular, are posters, broadsheets, maps, films, film-strips, photographs, etc.

2. According to a coordinated programme, C.P.A. is printing technical books on subject matter. These have their popular editions also, printed in all the principal languages of India. A complete list of C. P. A. publications is attached.

3. The C. P. A. has so far published 5 posters, 3 broadsheets, 2 maps of India showing the extent of the coverage by the CD & NES Blocks and the location of the Training Centres, a calendar depicting seasonal activities and two folders. Two broadsheets and two folders are under production. These are all on different aspects of the Community Development programme. These are, over and above extension materials prepared in the Training Centres and State Governments.

4. C. P. A. till now produced 10 films and 2 filmstrips. Eleven more are under production. Equal number of filmstrips would also be produced.

5. 'Kurukshetra' and 'Gram Sevak' also serve useful purpose as extension aids for our extension workers. Already English & Hindi editions of 'Kurukshetra' are brought out. It will be published in Marathi, Tamil, Bengali and Telugu also. The 'Gram Sevak' will, besides English and Hindi be published into Marathi, Gujerati, Tamil, Urdu, Bengali. Kanarese, Malayalam, and Oriya. During the current year, the C. P. A. is producing 6 broadsheets, 8 folders, 2 maps and 2 calendars.

6. As the whole country would be covered by the National Extension Service and C. D. Blocks by 1960-61, i:e. by the end of the Second Five-Year Plan, the C. P. A. expects further intensification in the production of literature and extension aids. The Administration has in mind to have atleast a dozen films and an equal number of filmstrips to be made every year. These would be in addition to 3 full-length feature films. The publication programme would also be considerably expanded. The average production of these would be about 24 a year, both technical and popular, the later in 13 Indian languages.

7. C. P. A. would be grateful for the advice of the Conference regarding its programme for the production of the materials.

LIST OF PUBLICATIONS ISSUED BY COMMUNITY PROJECTS ADMINISTRATION

Date 15-3-56

1. Community Projects—A Draft Outline (Obsolete)
2. Summary Record of 1st Development Commissioners Conference (Obsolete)
3. Community Projects— A Road to New India (Obsolete).
4. Community Projects— A Draft Hand Book (under reprint)
5. Palm Gur Industry (Obsolete)
6. Manual for village level workers.
7. Inaugural Address by Shri V. T. Krishnamachari on the occasion of the inauguration of the Social Education Course at Nilokheri. (Out of stock).
8. Remarks by Shri V.T. Krishnamachari at the Second Development Commissioners' Conference from 16th April to 19th April, 1953 (Out of stock).
9. Rural Development through self-help—By Dr. K N. Katju (Obsolete).
10. Orientation and Training Course for Project Executive Officers at Nilokheri.
11. C. P. A. Folders. (Obsolete)
12. Hand made paper industry (Under print)
13. Latrines for improved methods of excreta disposal in villages.
14. Report for 1952-53 : Community Projects Administration (Obsolete)
15. Organisation for National Extension Service and Expansion of the Community Development Programme.
16. National Extension Service and Community Development Programme (Administrative Organisation at the Block Sub-Division, District and State Levels)
17. Building for Tomorrow (Obsolete)
18. Dehati Tatti (Hindi) (Obsolete).
19. Summary Record of 2nd Development Commissioners' Conference (Obsolete)
20. Soil in Rural Development (Out of stock)
21. Report for 1953-54. (Obsolete)
22. Summary of Report for 1953-54 (Obsolete)
23. Manual on Minor Irrigation Works (Under reprint) ?
24. C.P.A. Series No. 25. Guide to Conference Planning (Obsolete)
25. Manual of Agricultural and Animal Husbandry.
26. CPA Series No. 26. Manual on Budget (Under reprint).
27. CPA Series No. 27. National Extension Movement.
28. 'Kurukshetra' Series :

    (a) Brick Kiln Co-operatives.

(b) The Village 'Ghani' (Obsolete)

29. Road to Welfare State (Out of stock)

30. CPA Series No. 28. Manual for Village Road Construction (Under reprint)

31. Manual on Rural Housing.

32. CPA Series No. 35. Important Letters issued by C. P. A. (Out of stock).

33. CPA Series No. 30. Syllabus for Training of B. D. Os.

34. CPA Series No, 36. Summary Record of 3rd Development Commissioners' Conference. (Out of stock)

35. Better Irrigation (Under reprint)

36. Better Health. (Under reprint)

37. Better Housing (-do-)

38. Better Farming (-do-)

39. Better Roads (-do-)

40. Main Recommendations and Conclusions of 3rd, Development Commissioners' Conference. (Obsolete)

41. Social Education (Under reprint)

42. CPA Series No. 34. Draft Manual for village Level Workers Record (Under reprint)

43. Random Thoughts (Under reprint)

44. Community Development Programme—in India.

45. Manual on Social Education.

46. Remarks by Shri V.T. Krishnamachari, Dy. Chairman, Planning Commission at the Fourth Development Commissioners' Conference held at Simla (9th to 12th May, 1955) (Out of stock)

47. Main Recommendations and Conclusions of the 4th Development Commissioners' Conference (Out of stock).

48. Manual of Health (Under reprint).

49. Broadcast Talk by Shri S.K. Dey.

50. NES Talk broadcast by Shri V. T. Krishnamachari.

51. Village Play.

52. Better Seeds.

53. Bee Keeping.

54. Report 1954-55 (Out of stock).

55. Summary Record of 4th Development Commissioners' Conference.

56. Information and Community Centre—a manual.

57. 5½ lakh villages on the move.

58. Primary Health Centre.

59. Draft Manual on Administrative Intelligence.

Item IV (a) A Note on Rules and regulations regarding recruitment of personnel of various categories for CD and NES programme

The following suggestions have been offered by Shri Shriman Narayan. M. P., on the above subject :—

"(a) In the recruitment of Gram Sevaks the minimum qualifications should be Matriculation or Basic Education Diploma. Since students passing out of Basic or Post Basic Education schools will be much more suitable for the rural areas to choose only Matriculates would not be fair or proper.

(b) For recruitment of Social Education Organisers also the Minimum Educational qualification should be either a Bachelor's Degree or a Post-Basic Education Diploma.

(c) For recruitment of Block Extension Officers for Cottage Industries, Degree or Diploma in Arts or Commerce should also be recognised."

The Conference may like to consider these suggestions in connection with agenda item 4 on Training.

Item IV (b) (i)—Village Teachers :

At the third Development Commissioners' Conference it was emphasised that arrangements should be made for every school teacher in the block to go through a short period of training. The village teacher is the key man of the village from whom the various developmental activities could, with effect, radiate at the village level.

2. The success of the Community Development Programme, to a considerable extent, depends on the extent to which village leadership is developed. A scheme has been prepared for training village school teachers which aims at developing in village teachers an understanding of the problems and purposes of rural reconstruction programme so as to enable them to function effectively as social educators and as leaders of the village community.

3. This subject was discussed at a number regional seminars and finally the entire programme for a reorientation training of village school teachers was considered by the C. P. A. at a meeting held on the 19th January, 1956, with the officers of the Government of India and Developmenet Commissioners of certain States. A copy of the summary record of the meeting is enclosed.

4. The aim of the orientation training would be :—

(a) to acquaint the teacher with the rural development programme so as to enable him to relate the education of the children to the changing conditions in the country in order to enable him to become a better teacher of children.

(b) to enable him to help the Village Level Worker in the field of Social Education and thus act himself as a social educator.

5. The details of the scheme are given in the annexure to this note.

6. The conference may kindly offer their comments on the proposed programme.

GOVERNMENT OF INDIA
COMMUNITY PROJECTS ADMINISTRATION

Summary Record of the meeting held on 19th January, 1956, to prepare a programme for the orientation training of village school teachers

Present :

1. Shri P. S. Bapna, Development Commissioner, Madhya Bharat.
2. Shri B. M. Vencoba Rao, Development Commissioner, Bhopal.
3. Capt. S. P. Mohite, Additional Development Commissioner, Bombay.
4. Dr. P. D. Shukla, Ministry of Education.
5. Shri K. L. Joshi, Planning Commission.
6. Shri R. G. Mundkur, Ministry of Finance.
7. Shri R. Ramaswamy, Ministry of Finance.
8. Dr. Douglas Ensminger, Ford Foundation.
9. Shri S. K. Dey, Administrator, C.P.A.
10. Shri U. L. Goswami, Secretary, C.P.A.
11. Shri Krishan Chand, Joint Secretary, C.P.A.
12. Prof. A. D. Bohra, Director (Training), C.P.A.
13. Shri A. R. Deshpande, Special Officer (Social Education), C.P.A.

The following decisions were taken :—

OBJECT OF TRAINING :

1. It was unanimously agreed that basically the role of the teacher is one of educating the children. In assigning any additional functions to him care has to be taken to see that these functions do not over shadow his basic functions.

2. The aim of the orientation training should, therefore, be .

(a) To acquaint the teacher with the rural development programme so as to enable him to relate the education of the children to the changing conditions in the country in order to enable him to become a better teacher of children.

(b) To enable him to help the Village Level Worker in the field of Social Education and thus act himself as a social educator.

Number of teachers to be trained :

3. At present there are nearly 5.5 lakhs of primary teachers in the rural areas i. e. on an average about 100 per Block or, say, on an average, 10 per Village Level Worker's circle. Out of these it was felt that about 1 teacher for every Panchayat circle or on an average about 4 teachers per Village Level Worker circle may be brought under this training programme.

This would mean a total number of about 2 lakhs to cover the whole country.

4. It would not be possible to handle the entire number during the next five years. It was, therefore, considered advisable to make a modest beginning. To start with, during the Second Five-Year Plan the training of teachers be confined to Community Development Blocks only where intensive development process had already taken place. There would be roughly about 1,800 Blocks by the end of Second Five-Year Plan for which the number of teachers to be trained would be about 72,000.

5. The training of teachers should be so arranged as not to disturb hte normal working of schools as far as possible. It would, therefore, be advisable to select teachers for this work to the extent possible from multi-teacher schools. In cases where a teacher is being drawn for this training from a single teacher school, efforts should be made to provide a substitute from the leave reserve cadre of the State Education Department. Even if this is not possible and the school has to be closed down for a short period in rare cases the closure of the school and consequent loss to the students would be more than compensated by the advantages which the community would draw from the orientation training of the teacher.

6. Teachers who have been trained earlier in normal schools and particularly in basic teachers' training schools would be found very suitable for the type of work envisaged after this orientation course. This should be kept in view while selecting teachers for training.

Organisation of training :

7. The duration of orientation training course in the first instance, should be 4 weeks. Subsequent annual refresher training camps may be for a period of two weeks or less. These may take the shape of Seminars.

8. The training camps should be organised on Block basis.

9. The training camps not be confined to the vacations only. Mostly they will have to be conducted during the academic year.

10. The number of teachers that should participate in a camp should be about 50.

11. The Directors in State Governments being appointed by Development Commissioners for developing village leadership will be responsible for this programme also. Programme for the training of teachers would be framed and executed in close consultation with and under the advice of the Education Department.

12. As a long term objective in Community Development programme it should be recognised that it is the responsibility of the Community to contribute towards the construction of a house for the teacher functioning as a social educator and also to provide a plot of land say, about one acre of

irrigated land to help improve his economic standard. It is not possible to put this as a condition precedent to the training of teacher being arranged but once a trained teacher has been posted in the village, efforts should be made by the project personnel towards this objective, the fulfilment of which would be clear indication of the appreciation by the villagers of the services being rendered by the social educator.

Training staff :

13. The responsibility for conducting the orientation camp would be primarily that of the Block Development Officer through the Social Education Organiser. The Block staff would be assisted in this work by a peripatetic training team which would be specialised in training methods.

14. The assistance to the Block staff of this training team would be necessary only in the first course. Thereafter, it would be possible for the Block staff to organise refresher camps without the assistance of this team.

15. The peripatetic training team would comprise of three officers, namely,

(a) An organiser of the rank of a District Social Education Organiser or the Chief Social Education Organiser. It is, however, not necessary that he should be drawn from these two. It may also be possible to draw upon some experienced Block Development Officers or Officers of the State Education Department;

(b) two assistant organisers of the rank of Social Education Organisers. In this connection, it was suggested that one of these two should be well up in community organisation and the other in cultural activities.

16. This training party would move from Block to Block and help the Block staff in conducting training camps all the year round.

Number of training parties.

17. On an average one training party would be able to handle about 8 training courses during the year. In each camp there would be about 50 trainees. At this rate the number of training parties that would be required would be about 35. (35 team x 8 camps per year x 50 trainees in each camp x 5 years = 70,000).

Venue of the Camps :

18. It would be possible to locate some place in a Block where accommodation could be found for the teachers' training camp. Some of the places which could offer such a facility are Extension Training Institutions, Janta Colleges, Rural Institutions, Social Education Organisers' Training Centres or local High Schools. Normally it may not be necessary to hire any special building for this purpose nor to arrange any tentage accommodation.

Contents of Training

19. The training should be related to the specific functions which the teacher is going to perform on his return to his village and the method of teaching to be followed should be one of problem approach. The main subjects that should be included in this training are :—

(a) Citizenship;

(b) Five-Year Plan and Community Development Programme;

(c) Aims, Objectives, Methods and Procedures in Community Development;

(d) Development activities in the village with particular emphasis on co-operation, Panchayat, public health and village industries.

(e) Social Education activities in the village :

(i) Adult Literacy.

(ii) Recreational and Cultural activities.

(iii) Youth organisations.

(iv) Women activities.

(v) Children's activities.

(vi) Community Centre.

(f) Organisation of Youth Camps and Village Leaders' Camps.

Training Aids :

20- The audio-visual aids like Cinema Projector, Film Strip Projector etc., would be available at the Block headquarters. In addition to this musical instruments would also be there. The training party could, however, equip itself with flannelographs, posters, charts, etc., which they would carry from camp to camp. Necessary financial provision for the aids to the training party and their replacement should be made.

Camp Equipment :

21. The basic requirements in training camps for things like cooking utensils, durries, etc., should be stocked at each Block headquarters. The teachers would bring the things which they require for their personal use. Some of the items that need to be stored at each Block headquarter are given in Appendix I. It would be possible to utilise these for organising other camps also.

Training of Trainers :

22. In all there will be about 105 trainers undertaking this programme in 35 different parties. Before they start their work they be brought together in, any, two working camps, one in the South, may be at Gandhigram Social Education Organisers' Training Centre and the other in the North, Allahabad or Nilokheri Social Education Organisers' Training Centre. This camp would be for a period of about 15 days and would be designed as a training camp for the trainers.

Expenditure :

23. Funds will have to be provided for :

(a) articles required to be stocked at each of the 1,800 C.D. Block headquarters,

(b) Purchase and replacement of training aids with the training parties,

(c) salaries of the staff for each team, namely, one Organiser, two Assistant Organiser's and two Class IV Officers,

(d) transport for the training parties,

(e) camp expenses. It was estimated that about Rs. 45/- would be spent on the messing for each teacher. In addition, each teacher may be given about Rs. 5/- as pocket expenses,

(f) contingent expenditure for each camp was estimated at about Rs. 200/-,

(g) arrangements for the training of trainers.

24. The expenditure to be incurred on the entire training programme over a period of next 5 years would be approximately Rs. 1 crore; the details are indicated in Appendix II.

Appendix I

STORES TO BE STOCKED AT EACH BLOCK HEADQUARTER

1. Cooking and drinking water utensils for 60 persons.	
2. Gas Lamps	4
3. Lanterns	24
4. Slates	150
5. Set of Adult Literacy Charts and books.	6
6. First Aid Boxes.	1
7. Medical Chest.	
8. Four big Durrees.	

Approximate cost = Rs. 1000/-

Appendix II

EXPENDITURE DURING SECOND FIVE-YEAR PLAN

Non-Recurring :

1.	Stores at 1,800 Block Headquarters @ Rs. 1,000/-	18,00,000
2.	Training aids for 35 teams @ Rs. 5,000/-	1,75,000
3.	Training of Organisers @ Rs. 1,000/- per team.	35,000
4.	Transport, one pick-up van for each party @ 18,000/-	6,35,000
		26,40,000

Recurring

(Per team per year)

1.	Salaries of staff including T. A. & D. A.	18,000
2.	Camp expenses.	
	Messing charges @ 45/- per teacher x 400	18,000
	Pocket expenses @ 5/- per teacher	2,000
	Contingent expenses @ 200/- per camp	1,600
	Running expenses of transport @ 2,400/- per vehicle	2,400
		42,000

Expenditure per year for 35 teams :	14,70,000
Expenditure for 5 years	73,50,000
Total Expenditure	99,90,000
	Say Rs. 1 crore.

Item IV (b) (ii) Village Leaders—Janata Colleges

The Development Commissioner's Conference held in Simla (9/5 to 12/5/55) recommended that training camps should be organised for village leaders to promote the following objectives that underlie the Community Development Programme :

(i) To impart to the village leaders knowledge of the Community Development Programme and National Extension Service programme and the ideology behind it;

(ii) to explain by demonstration and observation the various types of village development activities, the improved methods of work in agriculture and other allied fields;

(iii) to teach them how to prepare programme of Development activity for their own families and for the village as a whole.

Reports available so far confirm that where State Governments have been organising successful camps the village leaders have become an effective medium for the prosecution of the Community Development programme.

2. As a further effort in this direction, it was decided to have an officer at the State level especially entrusted with responsibility of organising a programme of Community activity among the village people for children and youth, with a view to stimulating and developing village leadership. C.P.A's letter NO. CPA/30 (70)/55- PRG dated December 22, 1955, launching this programme may kindly be seen in this connection (copy enclosed).

3. The Government of India have also been emphasising that encouragement should be given to village leaders to receive training at the Janata Colleges started by State Governments with the advice and financial assistance of the Government of India. The findings of the seminar on Janata Colleges sponsored by the Ministry of Education, Government of India and held under the auspices of the Mysore State Adult Education Council at Mysore from 4.3.56 to 11.3.56 has special importance to the Community Development Programme. It was observed—

"It is our firm conviction that the evolution of human potentialities is as much essential for the advancement and prosperity of our country as the development of material resources. So long as a very large percentage of population of our country is stepped in ignorance and is not conscious of its duties and responsibilities—of the contribution which an individual has to make towards the well-being of the Community to which he belongs, we cannot hope to reap the full benefit of the Freedom which

has dawned upon us. While we move about in the villages we are painfully aware of the utter helplessness, despair and lack of ambition which are writ large on the faces of the majority of the rural people. The problem is; How are we to arouse a social and cultural awareness in them, how to illunine the dark chamber of their minds with the rays of knowledge, and how to promote in the youths and adults a democratic way of thinking and corporate living ? A number of development plans of national importance are now afoot in the country for the purpose of bringing out an economic salvation of the people and reconstruction of the Society. These plans cannot succeed unless the people participate in their implementation. We require in every village such persons as may have understanding of these plans and the socio-economic problems of the country and be capable of assuming local leadership. They will have to act as the focal points or centres of initiative in regard to the various plans and programmes to be worked out for the social cultural and moral uplift of their fellow brethern.

It is sought to secure the objectives by educating the village leaders through the instrumentality of Janata Colleges by adopting the following measures :—

(a) Promoting democratic way of thinking and developing democratic habits and group and community activities in the inmates of the Janta Colleges.

(b) Inculcating in them initiative and qualities of courage and leadership and capacity for organising community welfare activities.

(c) Providing social, cultural and recreational environment which may enable them to go back to the villages as enlightened and responsible citizens of a democratic State with a progressive outlook.

(d) Instilling into them a sense of national unity had international understanding which may keep them above petty factions and rivalries which have considerably vitiated the rural life of today.

(e) Providing an intellectual leaven in their minds so that they may acquire a reading habit and desire for knowledge and be a source of inspiration to the ignorant and the illiterate.

(f) Giving them the morale and strength for facing problems of life and for participating actively in the implementation of plans and programmes meant for national and social reconstruction and developing in them the strength of character which may induce them to live a truthful and honest living.

(g) Developing in them a habit of solving problems through methods of enquiry and maximum harmonisation of interests.

(h) Enabling them to acquire greater knowledge and a capacity for inteligent adaptation to situations.

(i) Initiating them into techinques of groups work, e.g., discussion groups, group projects, etc.

(j) Taking such other steps as may help them counteract the feeling of helplessness on the part of the villagers and making them conscious of the role they have to play in creating a new social order.

4. The points for consideration that arise are:—

(i) How far the Janata Colleges have been used to bring about this education of village leaders and what additional steps, if any, should be taken in promoting the programme ?

(ii) How far the officer at the State level charged with the responsibility of organising village leadership programme can coordinate the working with Janata Colleges ?

Copy of D O. Letter No CPA/30 (70)/55- PRG of 22-12-55. Regarding the training of Village Leaders and farmers

Please refer to Shri Goswami's D.O. Letter No. CPA/30(70)/55-PRG, dated the 23 July, 1955 regarding the training of village leaders and young farmers. The majority of the State Governments have agreed to participate in the programme on the terms and conditions indicated in Shri Goswami's letter. Government of India has accordingly accepted the financial assistance offered by the Ford Foundation to set up an organisation at the State and the Central level, for a programme of community activity among village people for children and youth, with a view to stimulating and developing village leadership.

The assistance, as already stated would be for a period of 3 years; the ford Foundation meeting the entire expenditure during first year, two-third during the Second and one-third during the third year and nil thereafter. The balance of the expenditure will be met by the Centre and the State Governments in the same proportion as in the case of recurring expenditure in respect of the Community Development and N.E.S. programme i.e. 50:50.

No expenditure after 3 years would be met either by the Ford Foundation or by the Centre

I am, therefore, to request that early steps may now be taken to appoint a Director at the State level, who will work directly with the Development Commissioner. The activities at the district and Block level will be fostered through the Social Education Organisation. I shall be grateful if you kindly inform me, as soon as an Officer is appointed for this purpose. His name along with his curiculae vitae may also kindly be intimated.

A further communication regarding the financial arrangements in this regard and other connected matters will follow.

Yours Sincerely,

Sd-Krishan Chand.

Item IV (b) (iii) Apprenticeship programme for college students

In order to develop a realistic spirit of Social Service and an understanding of the problems of rural reconstruction in selected University students and teachers a comprehensive scheme was drawn up by the Government of India. A copy of the scheme was forwarded to the Development Commissioners under C.P.A's letter No. CPA/40(16)/56 PR dated 20-2-56 (copy enclosed). Under the scheme it is envisaged that students and teachers (normally in the proportion of 10 students for one teacher) would be selected as apprentices through a specially constituted Executive Committee. The selected apprentices will first be given a short orientation course at a convenient Extension Training Centre selected by the Executive Committee for the purpose. The duration of the Orientation course will be about one week. The object of the Orientation course is to make the apprentices generally conversant with the purposes and procedures of the Community Projects Programme so that they gain a correct understanding of the rural conditions during the period of apprenticeship. After a week's orientation course the apprentices will be required to work (placed by pairs or singly as apprentices and Aides to Gram Sevikas) in villages for 5 weeks.

A time schedule for implementing the programme was also circulated to State Governments, along with the scheme referred to above. Definite dates have been indicated for accomplishing specific objectives of the programme. No doubt the Development Commissioners in the States in consultation with the authorities concerned would have by now initiated action in implementing the programme and in ensuring that the scheme is put into operation during May-June 1956.

The conference may consider difficulties, if any, experienced by the States in the implementation of this scheme including

(i) the formation of Executive Committees,

(ii) Selection of students for apprenticeship,

(iii) Initial orientation training for one week,

(iv) Attachment of the apprentices with the Gram Sevikas.

No. CPA/40 (16)—PRG

Government of India

COMMUNITY PROJECTS ADMINISTRATION

New Delhi, February 20, 1956.

To

The Development Commissioners/
Directors of Community Projects.
(All State Governments including
Pondichery but excluding N.E.F.A.)

Subject : Scheme for granting apprenticeship in village Development to selected University students and teachers.

Sir,

Kindly refer to this Administration's letter No. CPA/40(16)/55—PRG dated 29th September, 1955.

After considering the suggestions received from the Vice Chancellors of Universities and the Development Commissioner's of States the Scheme has now been finalised. I enclosed not enclosed for your information a copy of letter No. F. 25-16/55-A-1, dated 10th February 1956 addressed by Dr. G.F. Lakhani of the Ministry of Education, to the Vice-Chancellor of all Universities, together with the enclosure attached to that letter. It will be seen from the Scheme attached to the letter of the Ministry of Education referred to above, that the Development Commissioner of the State concerned or his nominee will be a member of the Executive Committee for implementing the Scheme. The Registrar of the University or his nominee will serve as the Convenor and the Secretary of the Committee.

I request you to do all that you can for implementing this Scheme. As a member of the Executive Committee, you or your nominee will be actively associated with the Selection of the apprentices and arrangement of proper orientation training for them. Posting for apprentices to work with selected Village Level Workers in the blocks in your State and finally appraisal of their work will also be your responsibility.

In arranging the orientation training of the apprentices, your help will be needed most. It is suggested that the orientation training of the apprentices allotted to your State may be arranged by you at the Agricultural Extension Training Centre, where the Village Level Workers of your State are sent for training. It may be necessary to prepare the Training Course in consultation with the Principal of the Extension Training Centre. The Training

should aim at enabling the apprentices to understand what is being done in the villages under the Community Development Programme and equipping them with necessary knowledge and skills to help the Village Level Worker in his assignments.

It will be seen from para 6 of the Scheme that the Development Commissioner has to pay a travelling allowance of Rs. 10/- in lump sum and a maintenance allowance of Rs. 2/8/- per diem to the apprentices posted in his State. This expenditure has to be incurred by you for the time being. It will then be re-imbursed by the Government of India.

Some States have more than one University within the limits of the State while some have none. A statement, showing Universities with which the respective Development Commissioner will have to associate is enclosed. Normally, you will associate with the University or Universities to which the colleges in your State are affiliated.

If any difficulties are experienced in the implementation of the Schemes, I am sure the Ministry of Education and the Community Projects Administration (Shri A. R. Deshpande) will extend to you all possible help, and be glad to reply to any questions which you may put to them.

Yours faithfully,
Sd/-(A. Mobin)

Deputy Secretary to the Govt. of India.

Copy to

(1) Dr. F.C. Ward, Educational Consultant, Ford Foundation, in India, New Delhi.

(2) Dr. G.F. Lakhani, Deputy Secretary, Ministry of Education, New Delhi, with 70 spare copies for being sent to the Vice-Chancellors and Registrars of the Universities.

Sd/-(A. Mobin)
Deputy Secretary to the Govt. of India.

Universities with which Development Commissioners will have to associate.

State	University
1. Andhra	(i) Andhra
	(ii) Srivenkateshwar
2. Assam	Gauhati
3. Bihar	(i) Bihar
	(ii) Patna
4. Bombay	(i) Bombay
	(ii) Baroda
	(iii) Gujrat
	(iv) Karnatak
	(v) Poona
	(vi) SNDT Women's
	(vii) Sardar Vallabh bhai Vidyaputh
5. Madhya Pradesh	(i) Nagpur
	(ii) Saugar
6. Madras	(i) Annamalai
	(ii) Madras
7. Orissa	Utkal
8. Punjab	Punjab
9. Uttar Pradesh	(i) Agra
	(ii) Aligarh
	(iii) Allahabad
	(iv) Banaras
	(v) Lucknow
10. West Bengal	(i) Calcutta
	(ii) Visva-Bharati
	(iii) Jadavpur
11. Hyderabad	Osmania
12. Madhya Bharat	Agra
13. Mysore	Mysore
14. PEPSU	Punjab
15. Rajasthan	Rajputana
16. Saurashtra	Gujrat
17. Travancore-Cochin	Travancore
18. Ajmer	Agra
19. Bhopal	Agra
20. Coorg	Madras

	State	University
21.	Delhi	Delhi
22.	Himachal Pradesh	Punjab
23.	Kutch	Gujrat
24.	Manipur	Gauhati
25.	Tripura	Calcutta
26.	Vindhya Pradesh	Agra
27.	Jammu and Kashmir	Jammu and Kashmir
28.	Pondichery	Madras.

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Item IV (b) (iv) Seminars and Study Tours

It is not recognised that seminars and conferences help to bring about a uniformity of understanding and a vitalisation of the mind through mutual inspiration and exchange of thoughts and experience. The trip of farmers from Andhra and Bombay States to the different parts of the country has confirmed that such study tours definitely add to the pooled thinking and to the strengthening of the Programme.

2. Hitherto greater emphasis has been laid for the officials engaged in CDP work to associate themselves in the seminars and study tours in and outside India. The non-official members from the public are represented in the Project and Block Committees and they have greatly assisted in the formulation and implementation of schemes falling within the programme. Already the CPA and some, if not all States, have associated these non-official members in the seminars conducted by CPA and the State Governments. The experience gained thus far show that there has been considerable mutual benefit.

3. The CDP and NES being a people's programme, where non-official participation has been recognised as a potent factor for the promotion of the objectives set forth, it is very necessary that the non-officials have a through understanding of the programmes and towards this end they are also given opportunities for learning. Such a process would help to bring the official and non-official elements to get together.

4. The conference may, therefore, consider :—

(i) that the non-official members (members of State Legislatures, M.Ps., Chairman of Panchayat. Leaders of the community etc.) be brought together in the seminars organised by the CPA and State Governments; and

(ii) that those non-official members are deputed with the officials or seperately on study tours in India.

Item IV (b) (v)—Non-official Camps—B.S.S. Camps etc.

The Bharat Sevak Samaj is a social service organisation and its function is to rouse public enthusiasm and encourage participation in development programmes. Close relationship already exists between the community projects and the B.S.S. activities on a mutual assistance basis.

2. The programme of B.S.S includes social education, health and sanitation, labour co-operatives, youth and student camps, information centres and cultural activities.

3. The B.S.S. has organised nearly 500 youth and student camps in which about 40,000 youth and students have taken part. A youth organisation named the Bharat Yuvak Samaj has been recently sponsored by the Samaj for carrying intensive work in this direction.

4. Besides, the young men and students from colleges and schools have taken increasing interest in rural welfare activities through organisation of camps. Such camps have also been sponsored by various non-official agencies working on social welfare programmes.

5. These camps have helped to create a sense of dignity in manual labour providing new interests and bringing together different sections of the community for community welfare through community action.

6. The Ministry of Defence through the A.C.C. and N.C.C. have been holding a number of camps in the C.D.P. and N.E.S. areas as well. During these camps, the cadets work in the rural areas in the following directions :—

(i) Construction of roads.

(ii) Construction of irrigational canals.

(iii) Improvement of bunds.

(iv) First Aid and Medical Aid.

(v) Literacyclasses.

These activities have helped in raising the dignity of labour and had served as a great unifying force for the furtherance of development work. The success of these activities have also encouraged the Government of India to expand the activities of these camps under the second five-year plan.

7. The C.P.A. had suggested to State Governments that they should associate the project/block personnel very closely and assist the work camps in the proper and effective execution of the various activities. The State

Governments were also requested to constitute camp committees consisting of officials and non-official in each district/development blocks for promoting the programme. Regular army officers seconded to the cadet crops have also been requested to participate in the deliberations of these committees.

8. As indicated above during the second five-year plan, these activities both under the B.S.S. and the A.C.C./N.C.C. will receive greater impetus. It is very essential that close co-operation and co-ordination exist between the non-official camps on the one side and the officials working on the C.D.P. and N.E.S. so that as a result we move in the direction of surely but steadily helping in bringing the gulf between the town and the villages. The conference may give consideration as to how best the C.D.P/N.E.S. personnel could help in the fostering of such activities.

Item IV—A note on possibilities of co-ordinating activities of the Extension Departments of Rural Institutes with those of other agencies particularly C.P.A.

(Note prepared by the Min. of Education)

1. The National Council for Rural Higher Education on which C.P.A. is represented, met on the 2nd and 3rd April, 1956 and considered at length the possibilities of co-ordinating activities of the Extension Departments of the Rural Institutes with those of other Agencies particularly the C.P.A., with a view to augmeting the resources of the National Council for this work and also to securing maximum achievement in building up of the Extension Departments of the Rural Institutes.

2. The Ministry of Education has for the present undertaken to develop the following Rural Institutes :—

1. Vidya Bhawan, Udaipur.
2. Vishwa Bharati, Sriniketan.
3. Jamia Millia, Delhi.
4. Sarvodaya Mahavidyalaya, Turki.
5. Gandhigram, Madurai.
6. B.R. College, Agra.
7. Shivaji Lok Vidyapeeth, Amravati.
8. Lok Bharati, Sanosara.
9. Ramakrishna Mission Vidyalaya, Coimbatore.
10. Mouni Vidyapeeth, Gargoti.

It may be possible to select a few additional institutes for development during the Second Plan Period.

3. Each of these institutes is expected to organise instruction in the following five faculties namely :

(a) Rural Services
(Three-year Diploma Course)

(b) Rural & Civil Engineering
(Three-year Certificate Course)

(c) Rural Health [Three-year Certificate
Course for Rural Health Workers (Women)]

(d) **Teacher Training**

(i) One-year Certificate Course.

(ii) One-year Diploma Course.

(e) Agricultural Science (Two-year Certificate Course in Agriculture).

4. Each of these faculties will have an Extension Department attached to it. The Extension Departments should become a real and living organism so as to fulfil profitably its real objective viz., to tone up the village life from all angles viz., Economic, Health and Hygienic, Educational, Sociological and Cultural. The expenditure involved in setting up the Extension Departments is as follows :—

Non-recurring :

		Rs.
Extension Service building, including Office for the staff of affiliated agencies, meeting rooms and housing of 100 short-course students, 50 sq. ft.		1,50,000
Auditorium for 1,000 persons including students, social centres and staff; facilities for 150 full time students who come from community to attend the institute 20,000 sq. ft.		2,00,000
	Total :	3,50,000

Recurring :

		Rs.
Head, Extension Department. Grade Rs. 600-900 P.M.		7,220
Extension Assistant Grade Rs. 250-500.	...	6,000
Supplies, expenses and new equipment for Extension Services.	...	20,000
Library	...	10,000
Miscellaneous	...	20,000
	Total :	63,220

5. To meet this expenditure, measures have to be adopted to pool all resources as well as efforts for this activity in various Ministries. Ministry of Education has already requested the C.P.A. to create on priority basis N.E. Blocks in the locality where these institutes exist. The possible fields of co-operation and co-ordination between the Rural Institute and N.E.S. Administration are as follows :—

(1) The Rural Institutes can take some of extension activities of the N.E.S. centres e.g. the staff of the Rural Institutes

can conduct the orientation training programme likely to be a regular feature of the C.P.A.—which the C.P.A. is proposing to have for the school teachers. These courses can be conducted in the premises of the Rural Institutes.

(2) The staff and the students of the Rural Institutes can also run Adult Literacy Camps and recreation centres in the villages around the Rural Institutes.

Similar liaison and co-ordination is also possible in health, agricultural and cultural fields, and material and human resources can be pooled together to secure the maximum results.

6. Two main advantages accrue from the establishment of such an arrangement. Firstly, it will avoid duplication of efforts; secondly the funds that the C.P.A. would place at the disposal of the Rural Institutes in lieu of the services rendered by the latter, would strengthen the Extension Departments of the Rural Institutes.

The matter is placed before the Development Commissioners' Conference for consideration.

PEOPLE'S PROGRAMME
Item V

Item V (a)—Steps to change over to a people's programme with Government participation

From the very beginning when the C.D.P. was launched in 1952, it was recognised as a people's programme. The participation of the people in the planning and execution of schemes has been a specially promising feature of the programme.

2. The question how best to effect the change-over from a Government programme to the people's own programme has been engaging attention of the CPA and State Governments in seminars and conferences, and it was felt that this would best be achieved by the institutionalisation of people's organisations at various levels and strengthening them in various directions, namely, organisational, financial and educational. It was also recognised that such a change-over could come about in the first instance, with the strengthening of village institutions like the village panchayat and delegating functions to them. During the Second Five-Year Plan, the panchayats would be effectively reorganised and they will get additional financial assistance. The conference may consider—

(i) a minimum programme of activities which the panchayats could straight away take, Government providing the necessary technical, financial and organisational assistance;

(ii) the Simla Conference had recommended that a sum upto a limit of Rs. 2,000/- /- be placed at the disposal of Panchayats for programmes to be planned as well as executed by them. Most States have not been able to implement this recommendation. The Conference may consider difficulties, if any, in this respect, and suggest such other concrete steps as may be deemed suitable; and

(iii) the part that the project personnel should play in educating the people attainment of the objective.

Item V (b) —Development of village institutions and other local self-governing institutions

The Directive Principles of State Policy adumbrated in our Constitution enjoin upon the State 'to take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-Government'. The Panchayats came to acquire further significance and importance when the country launched its programme of community development and national planning. Viewing them as basic agencies for planning from below, the Report of the Planning Commission recommended to the States to consider any amendments that may be required in Panchayat legislation to enable them to assume responsibility for such functions as framing programmes of production in the village, securing minimum standards of cultivation with a view to increasing production, bringing waste land under cultivation, and assisting in the implementation of land reform measures'. The Committee on Tenancy Reforms which met later felt that the official machinery alone was not, by itself, adequate for the task of the correct maintenance of land records and for the protection of the weaker classes amongst the agriculturists and, therefore, suggested the active association of Panchayats with the functions relating to the tenancy reforms and the correct preparation and maintenance of land records. The other eminent persons who have since given serious thought to the question of their future role and are keen to ensure the stability and bring about the enrichment in the corporate life in rural India regard them as 'spearhead of change and reconstruction' and feel that the village Panchayats must 'take on themselves the responsibility of creating and maintaining sufficient work opportunities i. e. for development of resources and employment in various forms for the utilisation of locally available man-power'.

2. The Village Panchayats have, therefore, a most vital role to play. They are not merely a decentralised form of administration; they must function as integral part of the organisation for welfare and development in the country. They may be associated with the implementation of the land reform measures and may at some later date be called upon to discharge certain obligations connected with the expansion of the economic basis of village life. There is thus no doubt that the sphere of their activities will, with the passage of time, continue to be enlarged.

3. The record of their past achievements and performances, has however, not been encouraging on the whole. The taxation Enquiry Committee was of the view that though the Panchayat Acts contained impressive lists of functions—both obligatory and discretionary—yet very few of them had actually been translated into practice. Shri A. V. Raman Rao who carried

out investigations into the working of the Panchayats in Bombay (including Kolhapur and Aundh) and Madras arrived at a similar conclusion. 'Majority of the Panchayats in Bombay', according to him', were not able to meet most of the obligations entrusted them for want of finance.......................most of them were not able to provide any amenities like water supply, medical help, sanitation and public health facilities.' He, therefore, opened that 'when the existing functions were not being performed with any tolerable efficiency, there appeared to be little that could be done by entrusting them with additional duties.' The resources at the disposal of the Panchayats in Madras were comparatively better, yet they too did not give satisfactory account of themselves. 'The attendance of the members at the meeting was so irregular that there was often no quorum. Sometimes the Panchayat had no meetings at all for a long time or members absented themselves continuously without any action being taken against them............There were frauds in preparing the estimates, in the execution of the contracts and in the accounts of the amounts shown as paid in the Panchayat Budgets.........Instances were not wanting where the Executive Officers had run away when they were dastardly attacked by the Panchayat members because their vested interests were touched'. Similarly with the Panchayats in other States. It is only recently that under the impact of the Community Development Programme some signs of awakening are discernible in them.

4. Among the factors that have contributed to their ineffectiveness are—

(1) Meagreness of the resources, and reluctance on the part of the representatives to impose, levy or collect taxes.

(2) Lack of proper leadership. They have not in most cases succeeded in throwing up strong leadership capable of winning the confidence and loyalty of the village people in general. In some, old feudal elements captured the power and where they could not—on account of the numerical strength of the lower castes they made it impossible for the Panchayats to carry on their work.

(3) Untrained executive and inadequate supervision. In some panchayats the executive functions were being performed by the untrained members. In other, where they panchayat Secretaries were appointed, they were unqualified and extremely low paid and all matters pertaining to their appointments, duties and disciplinary control were left un-defined. In a number of States like Mysore and Hyderabad no separate Panchayat staff has been appointed to energies them or supervise their activities.

(4) Low level of education amongst the members.

(5) Existence of party factions which have tended to become more pronounced with the elections.

(6) Apathy on the part of some leaders to assist them in the process of their growth as they see in it the danger to the present balance of political influence.

(7) The lack of initiative due to prevailing inertia born of the age-old habits of living in those environments.

5. The experience of their past working points to the need for caution and adoption of a go-slow policy; the realization and awareness, on the other hand, of the vital role which they must play, spot-lights the essentiality of building them up so that they can grow as dynamic organizations capable of assuming large responsibilities. While the process of decentralization should, therefore, be accomplished in progressive stages—care being taken to see that it does not go beyond their capacity to do justice to their new tasks—sustained and vigorous efforts should simultaneously be made to bring them into their own during the next five years. The object will not be achieved by merely passing the requisite legislation, making arrangements for the elections, constituting these bodies and then leaving it to them to fend for themselves. They will have to be constantly supervised, guided and egged on to do things which are expected of them. The matter will, therefore, have to be pursued with the utmost earnestness and dynamism.

6. The lead must be given by the Centre which should provide the necessary motivating force. In the States the Chief Minister at the Ministerial level, the Development Commissioner at the Secretariat level, the Collector at the District level and the Block Development Officer at the Block level should take keen personal interest and accord a high priority to their activisation.

7. The organizational arrangements would, however, be incomplete unless the Panchayat Department in a State is suitably strengthened and given a place of due importance. It should, therefore, be headed by a very senior officer who instead of being known as the 'Inspector of Local Bodies'. 'Director of Panchayats' or the 'Chief Panchayat Officer' may be designated as the Commissioner for Panchayats and Local Bodies. He should be assisted by the District Panchayat Officer at the District level, and the Panchayat Inspector at the Block level. The Inspectors should be specifically charged with the responsibility of nurturing the Panchayats and putting them on sound footing. They should carry out the regular periodical inspections and provide the necessary guidance. They should function under the immediate control of the Block Development Officers and bear the same relationship with them as the other extension officers.

8. In many Panchayats the executive functions are being performed by the elected members who have neither the time nor the requisite training in the varied tasks involved in such an administration. The executive

authority should, therefore, be vested in qualified, trained and well-paid secretaries whose functions should be clearly defined. They should perform all the administrative and other duties entrusted to them by the Panchayats. They should carry out all the executive orders and attend to the supervision, direction and control of the services of the Panchayats. They should also be responsible for the prompt recovery of the taxes and other dues. With a view to ensure that they function efficiently, they should be paid adequately, given intensive training for a period of six months and should not be left at the mercy of the Panchayats. Their appointments and service conditions should, therefore, be subject to the safe-guards of a public servant.

9. No less important than the training of the Panchayat staff is the need for the training of the members of the Panchayats. There can be no effective growth of these bodies unless village leadership is fostered and trained. Adequate arrangements may, therefore, be made for training of the Panches and Sarpanches.

10. One school of thought is strongly in favour of the integration of the functions of a Panchayat Secretary with that of a Village Level Worker. This experiment was tried in Manavadar-Vanthali Project in Saurashtra for about a year, but as it did not prove successful, it had to be withdrawn. There are a number of civic and administrative functions in the Panchayat Acts (i. e. registering of births, deaths, marriages and maintenance of the necessary registers, removal of the encroachment of the public streets etc. regulation of hats, melas and markets; preparation of electoral rolls etc.) which cannot be considered as developmental. It will, therefore, be unfair to burden the already over-worked V. L. W. with them. Again as the time elapses and the Panchayats grow in stature, the sphere of their activities will be considerably widened; the V. L. W. will, on the other hand, shed off all his executive responsibilities in the matter of the implementation of the programme and tend to be more and more of an extension agent. It is, therefore, but proper that no attempt should be made to bring about this integration. The other factors which militate against this proposal are :-

(a) The Panchayats being at the different stages of development in the various States, it is likely that the V.L.Ws. jurisdiction may not be co-terminus with that of the Panchayats. It will certainly be the case in Assam and Rajasthan where the population coverage by a Panchayat is 5,000.

(b) There is danger of his getting involved in party factions which in the initial stages, may be a feature of some of the Panchayats.

(c) Since the Panchayats have both regulatory (i.e. levy and collection of taxes) and developmental functions to perform, the association of V.L.W. with the Panchayat in the performances of the former

tasks may undermine his popularity as an extension agent. It is also likely that instead of approaching his job as an extension worker, he may become authority-minded.

11. While the integration at that level should be scrupulously avoided, there is considerable need and scope for effecting the necessary co-ordination. The Panchayats should invariably be used as the planning and executing agencies for the development programmes and no *ad hoc* bodies should be established in the villages where the Panchayats are functioning. In cases where the jurisdiction of Panchayat extends over more than one village no *ad hoc* body should be created at the headquarters of the Panchayat and the Vikash Mandals established in other villages should serve as the agencies of the Panchayat and have the panches from those villages on their strength.

(b) The VLW may be allowed to serve as their technical guide and attend the meetings of the Panchayats whenever the development programme comes up for discussion. It would enable him in that capacity to provide the expert advice and act as an agent for obtaining the supplies and assistance from the State Government. His task would be further facilitated if his jurisdiction is so rationalised as not to cut across the Panchayat circles.

(c) The Fourth Development Commissioner's Conference had recommended that the Panchayats should be authorised to plan and execute works upto a limit of Rs. 2,000/- for a period of three years provided an equal amount is contributed by the people. It is felt that this recommendation should be implemented, wherever possible.

12. The Panchayat Committee of the Local Self-Government Ministers' Conference was of the opinion that a long range view should be taken in allocating functions to Panchayats and that such allocation should be on the basis of what is desirable and not on the basis of what is possible. During the first stage the Panchayat should devote their attention to certain specific and well-chosen items of development. The judicial functions should be looked after by the Judicial Panchayats which may be constituted for a group of villages. The economic functions as can be more appropriately discharged by the Co-operative Societies may be left ever to them. As regards the land reform and land management, their contribution should be more in the nature of association rather than the actual performance of those duties. The Study Group on Panchayats which was set up by the Planning Commission recommended that Panchayats may undertake the following :—

(a) Welfare programmes

(b) Local works and their maintenance

(c) Plan of production for each family in the village and

(d) Promotion of co-operative societies in particular to assist in the process of making smaller people credit-worthy.

They are broadly indicative of the functions they should perform. An attempt has also been made to draw up a list of specific items which should be safely entrusted to them for execution. The subjects which should continue to be the direct responsibility of the extension staff and the co-operative societies have been indicated separately in Appendix A.

13. One of the main reasons for the ineffectiveness of the Panchayats has been the inadequacy of the finance at their disposal. The functions before they can be satisfactorily discharged must be matched by resources which may broadly fall into the following categories :—

(a) Assistance from the State Government or Centre

(b) Non-tax sources

(c) Taxes

14. Certain States have already started giving a portion of their land revenue to the Panchayats. This practice should be uniformly followed in all the States and it is recommended that 15% of the land revenue should be given to the Panchayats to form their nucleus fund.

The Centre should give suitable financial assistance to States in respect of the expenditure involved in training the Panchayat Secretaries and Sarpanches.

Those Panchayats which are deemed capable of discharging this responsibility efficiently may be entrusted with the collection of land revenue. This experiment has proved quite successful in the case of a number of Panchayats in U.P. and, if suitably extended, it would form an appropriate source of income for many of them.

They may also be encouraged to develop fisheries, community orchards and grazing lands so that adequate income can be obtained therefrom. In Punjab, the management of the common land set apart as a result of consolidation of holdings has proved to be a fruitful source and may, with advantage, be taken up elsewhere.

15. As regards the taxes, the following may be considered for imposition :—

(a) General property tax or otherwise known as the house or 'Chulah' tax.

(b) Taxes on trades, professions and callings.

(c) Taxes on vehicles and animals.

(d) Duty on transfer of property.

With a view to providing the necessary incentive to them, the State Governments may ear-mark annually 10% of the land revenue for assistance to the Panchayats on matching basis. Any amount raised by them above a certain minimum should be matched by an equal contribution from the State exchequer.

16. Closely linked with the above is the question of the people's organisations at the levels above the panchayats. How many tiers should exist between the panchayats and the State Governments, and where should they be located ? What should be the composition of the organisations ? How should they be constituted and what should be their relationship with the body at the lowest level in regard to functions, finance and supervision—these are some of the issues which yet remain to be satisfactorily resolved. The district boards have outlived their utility; the local boards which were established in some States at taluka level did not, in many cases, function for long. The Panchayat Committee of the Local Self-Government Ministers' Conference recommended that there should be one intermediary unit between the panchayats and the State, whose function should be :—

(i) to co-ordinate and supervise the work of panchayats and foster their growth

(ii) to perform original functions in the united area which cannot be performed at the panchayat level.

It is, however, an important subject which will require careful study, and will have to be dealt with separately. For immediate practical needs and for the purposes of co-ordinating and executing the development programmes, the panchayats must have adequate representation on the block advisory committees. It would be ensured if the following suggestions of the Community Projects Administration as circulated in Circular No. CPA/5/P/56 dated February 15, 1956, are implemented.

"The Panchayats in the block should now be asked to send one representative from each panchayat to the Block Advisory Committee or, alternatively, if a smaller committee is desired for efficient working, the Presidents of the Panchayats in the Block may be asked to elect and send five of their members to the Committee".

Appendix 'A'

The list of items which should be dealt with by the various agencies in respect of programme execution in the NES/CD areas.

Co-operative societies	Panchayats	Extension staff
1. Distribution of seeds	1. Construction and maintenance of school buildings	1. Demonstrations—manurial, cultural, implemental and varietal.
2. Distribution of fertilizers	2. Construction and maintenance of street payments	2. Supply of pedigree bulls and birds.
3. Distribution of implements	3. Construction of Community Centres and Panchayat ghars	3. Cattle inoculation and vaccination.
4. Construction of buildings in case of builders' co-operatives.	4. Approach roads their construction and maintenance	4. Castration.
5. Processing and marketing	5. Drinking water wells	5. Development of subsidiary occupation like poultry, bee-keeping, piggery etc.
6. Co-operative farming, bee-keeping etc.	6. Village forests	6. Village industries.
	7. Street lighting	7. Reclamation of land and soil conservation.
	8. Development of village abadi	8. Diversification of crops.
	9. Village sanitation	9. Plant protection measures
	10. Community orchards	10. Adult literacy classes and cultural programmes.
	11. Reclamation of waste lands	11. Medical aid.
	12. Village tanks and fisheries.	
	13. Reading rooms and libraries.	

Item V (c) Vitalisation of project advisory committees/ blocks advisory committees etc

The Project Advisory Committee/Block Advisory Committee forms an important link in the development programme. As conditions in the project areas at the initial stages were not ripe for the introduction of elective element in the constitution of these committees, specified numbers from the members of the Panchayats and Co-operative Societies were nominated on these committees. The programme has now been in operation for 3½ years and has gained sufficient momentum. It is, therefore, felt that time is now ripe for introduction of elective element in the constitution of these committees so as to make them more effective and useful in the implementation of programme. Certain suggestions were made to Development Commissioners in this regard, vide Community Projects Administration letter No. CPA/5/P/56 dated 15.2.1956.

2. It is also considered that suitable Advisory Committees should be constituted at the District level, State level, and a Central Advisory Committee at Delhi. It is essential to secure that these committees are keenly interested in the programme and that they meet frequently, as any weakness in any part of the chain would affect adversely the implementation of the whole programme.

The following suggestions are made in regard to the composition of these Advisory Committees :—

(1) **Block Advisory Committees** :

The non-official element in the Block Advisory Committees should consist of the following :—

(i) All Presidents of the Panchayats within the Block.

(ii) Members of Parliament and Members of the State Legislature from within the Block.

(iii) A representative of the Co-operative Societies functioning in the Block.

(iv) A representative of the women's organisations, if any, in the Block.

(v) A member from any other social service institutions or associations functioning within the Block such as Bharat Sevak Samaj.

Note:— In the case of Blocks which have a very large number of Panchayats, say above 15, the Presidents will elect from amongst themselves not more than 20 and not less than 15 to sit on the Block Advisory Committees.

Members of the Central and State Legislatures will be ex-officio members of these Committees.

(2) **District Planning/Advisory/Development Committees.**

The non-official members of these Committees will consist of elected representatives one from each Block. The election will be made by the non-official members from amongst themselves.

Members of the State Legislatures will also be members of these Committees. Members of Parliament hailing from the district will be ex-officio members of these committees.

One representative at least of women's organisations will be included in these Committees.

(3) **State Planning/Advisory/Development Committees.**

At the State level there will be a non-officio advisory body which will be composed of members elected by the non-official members of the District Planning/Advisory/Development Committees, one from each district.

There will also be one or two public men with outstanding record of social work but not actively associated with any political party, nominated by the State Development Committee. At least one representative of women's organisations will be included in these Committees. The State Convener of the Bharat Sevak Samaj will also be a member of these Committees.

(4) **Central Advisory Committee** :

The Central Advisory Committee may be—

(1) A consultative committee of Members of Parliament. At present, Items relating to the C.P.A. come up before an Informal Consultative Committee of members of Parliament, which has been set up to be in touch with the Planning Commission. They are mostly busy discussing other items and have very little time to discuss questions relating to Community Projects or National Extension Service. Better understanding of the programme could be created among members of Parliament if a forum for such discussions is established by setting up an informal Consultative Committee of Members of Parliament.

or

(2) A Committee of M. Ps and others constituted somewhat as follows :—

(i) One non-official members from each State elected by the non-official members of the State Advisory/Planning/Development Committee.

(ii) One woman representative nominated by the Central Committee.

(iii) Three to five prominent public workers not actively associated with any political party, nominated by the Central Committee, which will include at least one woman and at least one representing the scheduled tribes and scheduled castes.

or

(3) Both (1) and (2) above.

(4) A combination of (1) and (2).

3. The Conference may like to consider the suggestions and make suitable recommendations.

Item V (d) and (e) Non-official organisations and Complementary Programmes

The importance of the role of the various non-official agencies functioning in the rural and other areas in the country for furthering the promotion of the CDP and NES activities has been recognised from the vary outset when the programme was launched for the first time. A number of non-official institutions are already engaged in the task of training various categories of personnel for the CDP and NES. There are other non-official agencies working in the different parts of the country for ameliorating the lot of masses. There are quite a number of women organisations joining social welfare work. All these organisations are functioning in the field but with little or no co-ordination with the work undertaken under the CDP and the NES, and even where co-ordination may exist it has not been vary effective.

2. There are for instance the following non-official organisation :—

(1) Kasturba National Memorial Trust-doing very excellent work in the field of maternal and child welfare, subsidiary occupations for women and other women activities etc.

(2) Central Social Welfare Board –work among women and children, handicapped sections of society etc.

(3) All India Women's Conference—Organisation of women's centres, Mahilla Mandals, craft training among women etc.

(4) Bharat Sevak Samaj-youth and labour camps, organisations of people's participation in works programme etc.

(5) Adim Jati Sangh-work among tribal people.

Besides these well non-official organisations in the field, there are several others doing social welfare work.

3. At the Simla conference, this subject was discussed. It was suggested then that "well defined areas of work should be worked out by each State depending upon the existence of the non-official organisations and such programmes entrusted for execution to these non-official agencies". No doubt, the State Governments would have acted during the year on this suggestion. The points to be reviewed are :-

(1) What attempts have been made by the State Governments to bring the non-official institutions as agencies for CDP and NES work?

(2) What difficulties, if any, were encountered in undertaking this task?

(3) What steps would be necessary to mobilise the non-official institutions as effective media for undertaking CDP and NES work?

(4) As often started the activities that are undertaken by the various non-official agencies should be reckoned as a part and parcel of the community development programme and steps taken to ensure that there is no duplication of effort and that full advantage is derived of the schemes undertaken by different agencies. The conference may like to discuss how non-official and official agencies may function as complementary to one another.

ADMINISTRATION
Item VI

Item VI (a)—Assisting the growth of Technical Departments.

The machinery charged with the implementation of the Community Development and N.E.S. Programme should be properly trained and oriented in order that it may handle effectively a multi-purpose programme of development in a Welfare State. Secondly, the success of the Programme depends largely upon effective co-ordination of the activities among the several development (Technical) Departments. The role of technical departments is of particular significance because it is these departments that provide the know-how for the efficient execution of schemes. The technical departments should accordingly gear themselves to meet the needs of the expanded programme of Community Development in the Second Plan period.

2. The following questions are important in this connection :—

(a) Training of ground personnel, e.g. Gram Sevaks veternary stockmen Dais, Mid-wives, adult education teachers, village crafts-men, Panchayats-Secretaries, etc.

(b) Training and strengthening of Supervisory personnel, e.g. Extension officers in Agriculture, animal Husbandry, Co-operation, Cottage Industries, Social Education, Overseers, Craft Instructors, Officers of the development departments at the block level, sub-division, level, and District level.

(c) Lending of dignity to Technical Departments. As mentioned earlier, Technical Departments have a distinctive and significant role to play, but unfortunately there appears to be a tendency among Technical Officers to seek for administrative functions and to vie with administrative agencies. It is necessary, therefore, to make the Technical Departments appreciate their role qua technical departments and encourage them to play it efficiently.

(d) Extension of research knowledge, and experience. Those Technical Departments which are also incharge of research should endeavour to make available the results of their experience to the staff at ground levels on a systematic and regular basis so that they are further carried to the door of the villagers. Applied research is more important for this programme than pure research. There should, therefore, be established, what may be called, a two-way traffic of technical problems and solutions between the ground level and the various research centres.

(e) Extension personnel of all categories should be enabled to function most effectively. Now that the programme has taken root and gained momentum, extension personnel should be the real players,

while the administrators should function more and more as co-ordinators.

(f) In order to enable Technical Officers to discharge their duties efficiently, it would be advantageous to organise study circles as forum for exchanging views and discussing technical problems.

(g) District Planning Committees, in which District Officers of various departments are represented, should be actively associated with the planning of programmes and reviewing of progress, under the leadership of the District Collector. A similar role should be played by the State Advisory Boards consisting of heads of departments and presided over by the Chief Secretary or Development Commissioner. The point to be secured is that in all the stages of the programme, namely, planning, implementation, review of progress etc. Technical Departments should play a vital part.

3. Another suggestion may be offered in this connection. In order to enable the development departments in the States to function more effectively and expeditiously in the Community Development programme in their respective fields, they may be given the same powers which have been given to the Development Commissioner, in regard to such of their activities as fall in the areas covered by the community development programme. That is to say, in respect of such schemes, the development departments would have the same power as the Development Commissioners in regard to e.g.

(i) Sanctioning individual schemes;

(ii) According administrative approval for expenditure and technical sanctions;

(iii) Sanctioning loans;

(iv) Sanctioning grants-in-aid to local institutions.

The financial limit suggested by the C. P. A. in respect of the Development Commissioner was Rs. 25,000/- in regard to (i) and (ii), Rs. 10,000/- in regard to (iii) and full powers in regard to (iv). The grant of similar powers to development departments may be of advantage and may be considered by the Conference.

Item VI (b)—Delimination of Block boundaries :

(Delimination of future blocks and rationalisation of present boundaries).

This subject has been dealt with in C.P.A's letter No. CPA/1(11)/P/55, dated January 31, 1956 (copy attached). Has the Conference any comments or suggestions to make on this?

Item VI (c) : Administrative Co-ordination :

The success of the programme depends on the efficiency of the administrative organisation; its structure and its approach. With this end in view, the Community Projects Administration have already recommended to the State Governments the adoption of a single line organisation consisting of Chief Secretaries/Development Commissioners/District Magistrates (Deputy Commissioners) Sub-Divisional Officers/Block Development Officers/and Village Level Workers at the State, District, Sub-Divisional and Block levels. The principle of unified approach as a team has also been emphasised.

2. The basic function of the Development Commissioner is to co-ordinate the activities of the various Development Departments and to see that they work towards the fulfilment of the overall plan for the State. He should regard himself as the head of a team, consisting of the Heads of the different Development Departments in the State like Agriculture, Animal Husbandry, Panchayat, Co-operation, Health, Education etc.

3. Most of the States have fallen in line with the above arrangements. Where, however, (in some States) the Development Commissioners have been left to execute the programme as one of his own department without adequate assistance and co-ordination from other development departments, the programme has tended to become insular in character and will run the risk of becoming inefficient and ineffective. This danger should be guarded against. One of the agencies for promoting co-ordination is the State Development Committee. In some States this committee does not appear to play an active part. Even where these Committees have been constituted, they do not meet frequently to review progress and ensure proper co-ordination. It is desirable to have a regular schedule of meetings of the State Development Committee, e.g. once every month or every two months. The important role of this committee cannot be over emphasised.

4. It is also important to ensure that adequate delegation of powers is given to the officers at various levels charged with the execution of schemes. There should also be a progressive enhancement of powers to these officers in the light of the experience gained in the implementation of the programme during the last four years. A few suggestions are made in this connection :—

(i) In some States, e.g., Madras, Orissa, Bihar, Mysore, etc., the
Sub-Divisional Officer has been entrusted with the responsi-
bility for the execution of the programme through the B.D.O.
and under the over-all supervision of the Collector. It is for
consideration whether, in view of the expansion programme
in the Second Five-Year Plan, which will impose a larger
burden on the Collector, the Sub-Divisional Officer should

not now be made responsible for the execution of the programme in other States also which have not so for taken similar action.

(ii) As regards the financial delegation, it is understood that the procedure followed in Bihar is that the budget provision as well as the three-year programme are approved by the State Government. Thereafter, power to sanction individual schemes is given wholly to the Collector and, within specified limits, to the Sub-Divisional Officer and the Block Development Officer. Development Commissioners might consider the adoption of a similar procedure in their States.

(iii) As an alternative to (ii) above, it is also for consideration whether the time is not now ripe for decentralisation of authority in regard to giving overall approval of programmes. At present, programmes are drawn up by the Block Advisory Committee, endorsed by the Collector, and then submitted to the Development Commissioner for general approval. This procedure takes anything from three to six months. This delay seems unnecessary and could be avoided. It is suggested that, as a first step, in the case of N.E.S. Blocks the responsibility for giving general approval to the programme for each Block should be vested in the District Collector. A copy of the programme so approved should be sent to the State Headquarters for information and comments, if any. Schemes would thereafter be framed in accordance with the approved programme, sanctioned by competent authorities and taken up for implementation. Where, however, re-appropriation from one head to another becomes necessary, a prior reference should be made to the Development Commissioner.

NO. CPA/ 1 (11) P/55

GOVERNMENT OF INDIA
COMMUNITY PROJECTS-ADMINISTRATION

NEW DELHI, January 31, 1956.

To

The Development Commissioners
of all States,

SUBJECT : DELIMITATION OF THE BOUNDARIES OF N.E.S. BLOCKS.

Sir,

In this Administration's letter No. CP/163/53 dated January 14, 1954, certain suggestions regarding delimitation of the boundaries of N.E.S. Blocks were communicated to all States *vide* also para 3 of the Note in the Blue Pamphlet. In connection with the preparation of the Second Five-Year Plan, the Planning Commission had also suggested division of each district in a few convenient 'planning areas' e.g. tehsils or taluka boundaries or the coverage of the National Extension Service *vide* paragraph 10 of Planning Commission's Circular letter No. FY II/CDI/1/54 dated April 28, 1954. From the several requests recently received from the State Governments proposing readjustment of the territorial boundaries of the existing projects or blocks, it appears that the suggestions made by this Administration have not been fully understood. As the Second Five-Year plan, during which the whole country is proposed to be covered under the N.E.S. Programme, is to come into operation very shortly, it is considered that the time has now come when the State Governments should review the whole matter and delimit the boundaries of the N.E.S. Blocks not only of those already in operation but also of those proposed to be taken up during the Second Five-Year Plan in order to avoid administrative difficulties and the need for re-adjustments at a later date. This may be done in the light of the suggestions made in this Administration letter dated January 14, 1954, referred to above, amplified as follows:—

(a) The primary object of delimitation of N.E.S. Blocks is to take the unit of welfare administration one step further down than the unit of revenue administration. For instance in major States the revenue Sub-division will have four to six or more complete N.E.S. Blocks, in smaller States, the smallest revenue

administrative unit, namely, Taluqa, Tehsil etc. will generally have two or more complete N.E.S. Blocks. The N.E.S. Blocks will, therefore, be *sub-units* in the revenue administrative units of the State and will not cut across administrative boundaries. This will also serve to rationalise, and prevent parallel functioning of, Departmental Staff.

(b) The total number of blocks required to cover a whole State will be obtained by dividing the total population of the State by 66,000. For purposes of this calculation, cities with a population of more than one lakh each will not be taken into account. In this calculation, major panchayats and urban areas having a population of upro one lakh are included, though for the purposes of the actual programme such areas would normally be left out. The inclusion of these areas solely for purposes of calculation is intended to give the State Government a few additional N.E.S. Blocks as a sort of reserve.

(c) This reserve could utilised for the purpose of delimiting blocks in sparsely populated, tribal, or hilly areas, where it may be necessary to lower the population coverage down to about 30,000.

(d) Where, for administrative and other reasons, it is considered that a block should be coterminus with a Tehsil, Taluqa or Thana and delimited with a population of over 66,000, there is no objection to this. The figure of 66,000 is only an average for the State as a whole. Such blocks with a larger population will off-set the blocks referred to in (c) above with a smaller population, so that the average for the State is maintained.

(e) On an average, the ratio of 10 Village Level Workers per 66,000 population over the State as a whole should be maintained. In other words, it should be ensured that in no case the charge of a village level worker exceeds 1,300 families. It may happen that a particular block with a smaller area and lower population coverage may need a smaller staff e.g. 6 or 7 Gram Sevaks, while another block with a larger population and a larger area may need a larger staff by way of Gram Sevaks, e.g. 13 or 14 village level workers. Re-adjustment of the strength of staff between blocks is not normally envisaged, but where it becomes necessary, a reference to the Community Projects Administration may be made and prior approval obtained.

3. It is requested that the following information in respect of the delimitation of N.E.S. Blocks in your State, as a whole, may please be

furnished, as early as possible in order to enable the Community Projects Administration to offer its comments or suggestions, where necessary.

District	Name of Tehsil/ Taluqa/ Thana	Name of the Block	Area	Number of villages	Population

Yours faithfully,

Sd/-

(U.L. GOSWAMI)
Secretary, C.P.A.

Item VI (d)—Efficiency Rewards as incentive

With a view to getting the best available personnel and to encourage them towards improved efficiency, the staff in the C.D.P. and N.E.S. are already being confirmed in their posts or are considered for promotion to higher grades. The demand on personnel during the second plan period will be on a gigantic scale not only for the community projects and N.E.S. but for development work in the larger context. It is, therefore, of special importance that additional incentives are created to draw and keep the best available personnel in the country for the C.D.P. and N.E.S. work. Such incentives may be the introduction of special certificates for meritorious work done in the field, granting of advance increments, introduction of higher grades for the same post (in Madras there are two grades for VLWs—Junior and Senior) etc.

2. The conference may suggest what types of incentives could be given to the staff engaged in C.D.P. work which would help in the attainment of the objective.

Item VI (e)—Field Supervision of Programme

During the first plan period it was envisaged to cover one fourth of the country with Community Development Projects and N.E.S. Blocks and this target has now practically been achieved. During the second five year plan, the entire country will be saturated with N.E.S. blocks. With the extansion of the programme, it becomes necessary that the field work is carried on with maximum speed and efficiency. Some State Governments have already appointed field deputies at State headquarters to constantly visit the project block areas. Such visits have helped in removing difficulties encountered in the running of the programme and to secure better results.

2. The programme with its expansion is bound to get more and more routinised and institutionalised. When the work is going to be done on a vast scale one can only expect the officers in charge of the running of the programme to do that work with a fair sense of duty but one cannot expect any great deal of zeal, devotion and imagination at every point. It has been suggested by a State Government that it may be advantageous to have at certain points officers who will be out of the ordinary in their zeal, devotion and imagination and one such point suggested is at the B.D.O. level.

3. Another State Government has suggested that there should be regular inspection of Block Development Officers offices. It has also laid down an elaborate proforma for such inspections.

4. In his monthly letter dated 15 2-1956, Administrator, C.P.A. has also spoken of the scope for standardization of procedure regarding collectors' inspection of projects. The relevant extract is reproduced below :—

"I have seen some Collectors initiating the same standards and methods as apply to inspection of Treasury or Tehsildar's offices, in the inspection of N.E.S. and C.D.P. Blocks. Here, again, I believe, there is scope for standardization of procedure. If at all possible, I would like you to bring up a draft procedure which we may finalize during the forthcoming Development Conference."

5. With the intensification of the activities during the second plan period, the importance of field supervision assumes great importance. The Conference may discuss this question and suggest how best field supervision of programme could be effectively secured, especially in a programme of this nature where different agencies and departments are concerned.

Agenda item VI (f)—Administrative Intelligence

It may be recalled that the first draft of the Manual on Administrative Intelligence was prepared in March 1955. and circulated to the State Governments and others concerned with this Administration letter No. C.P.A./51/55—PPB dated April 5, 1955. The subject was discussed in detail at the Fourth Development Commissioners Conference held in Simla in May, 1955. The Conference made certain general recommendations on a number of points. Subsequently, a number of State Governments forwarded to the C-P.A their comments and suggestions on the various items dealt with in the Manual. The draft Manual was revised in the light of the suggestions received from the State Governments and in consultation with the programme Evaluation Organisation of the Planning Commission and the Central Statistical Organization. The revised Draft Manual on Administrative Intelligence (printed copy) was forwarded to the State Governments with this Administration letter No. CPA/51/55—PPB dated March 3. 1956.

2. One of the recommendations of the Fourth Development Commissioners' Conference related to the Holding of a Seminar on Administrative Intelligence for the Heads of the State Administrative Intelligence Units. The first Seminar on Administrative Intelligence organised by the C.P.A., was held in Calcutta during March 19-24-1956. A not summarising the main recommendations and conclusions of the Seminar is enclosed. (The note has already been forwarded to the State Governments, *vide* this Administration letter No. C.P.A./51/55—PPB dated 26-4-1956). Since most of the items under head "Administrative Intelligence" were discussed thoroughly at the Calcutta Seminar, it is, perhaps, not necessary to discuss these items again at the Development Commissioners' Conference. The Conference may, however, like to consider, with reference to the last paragraph of the attached note, the suggestions and recommendations of the Seminar and indicate its approval with such modifications, if any, as may be considered necessary.

3. It may be mentioned in this connection that the Finance Minister, in the course of a recent discussion with the Administrator, C.P.A., recommended the setting up of proper Administrative Intelligence Units in the States for quantitative assessment of development work in various spheres. It is, therefore, imperative that those State Governments which have not yet set up their Administrative Intelligence Units may kindly do so immediately so that they may not lag behind other States in the matter of proper assessment of development work in their own States.

Encls : as stated.

COMMUNITY PROJECTS ADMINISTRATION

Seminar on Administrative Intelligence held in Calcutta during March 19—24,1956.

Summary of points and main recommendations and conclusions.

The first Seminar on Administrative Intelligence, organised by the Community Projects Administration, was held at the Indian Statistical Institute, Calcutta, during March 19-24, 1956. More than 100 delegates, including some distinguished foreign experts, attended the Seminar. All State Governments except Coorg, Himachal Pradesh, Jammu & Kashmir, Pondicherry and Vindhya Pradesh and the Central Ministries and agencies concerned viz., Ministry of Food and Agriculture, Ministry of Finance, Directorate of National Sample Survey, Central Statistical Organisation, Planning Commission and the Programme Evaluation Organisation were represented at the Seminar. A copy of the revised programme for the Seminar and a list of delegates are enclosed. (Annexures I & II)*

2. The Seminar was inaugurated by Prof. P. C. Mahalanobis, F. R. S., Director, Indian Statistical Institute, Calcutta and Hony. Statistical Adviser of the Government of India. In the course of his speech, Prof. Mahalanobis expressed the hope that the Community Projects Administration would play a vital role in bridging the gap between the urban and rural life. He also emphasised the importance of validity and adequacy in the collection and use of statistics.

3. Administrator, C. P. A., in his address on the opening day of the Seminar, traced the various steps leading to the publication of the Draft Manual on Administrative Intelligence and the holding of the Seminar. Administrative said that the seminar would enable the workers to assess scientifically the achievements of the Community Development programme. In his brief address on the second day of the seminar, Administrator referred to the three aspects of the statistical requirements of the programme, viz., (1) statistics for day-to-day administration, that is, administrative intelligence proper, (2) current evaluation of the programme in the nature of a qualitative running commentary on all aspects of the programme, and (3) special, *ad hoc*, studies for special problems, viz., assessment of progress in terms of the impact of the programme on production, employment, consumption-pattern etc. He suggested that the three aspects should be so integrated as to avoid any duplication of work.

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*Annexure II regarding list of delegates not enclosed.

4. The Seminar had the privilege of listening to three learned addresses from three distinguished foreign experts. The Rt. Hon'ble John Strachey, Member, British Parliament, made a few general observations on the importance of community projects in the rural life of India. Dr. J. K. Galbraith, Professor of Economics in the Graduate School of Public Administration Harvard University, U. S. A., gave a talk on 'Informal reflection on agricultural extension'. Dr. F. Yates, F. R. S., Director Rothamsted Agricultural Station, Harpenden, England, spoke on 'Fertilizer problems in Indian agriculture'.

5. It will be observed from the attached programme (Annexure I) that the Seminar discussion was conducted in two stages, viz., at the Sub-Committee lever and in the Plenary Session. The items which were considered relatively more important were discussed in the Sub-Committees as well as in the Plenary Session. Altogether 6 Sub-Committees were formed. The items discussed in the Sub-Committees are mentioned below :—

(1) Block Survey Report; (2) VLWs records & registers; (3) Quarterly Progress Report, Block-wise and State-wise; (4) Key indicators of progress;	Discussed by Sub-Committees 1, 2 and 3.
(5) Fixing targets of work and measuring achievements; and (6) Organisation and functions of the Administrative Intelligence Units at State and Block Head-quarters.	Discussed by Sub-Committees 4, 5 and 6.

[The composition of the various Sub-Committees is indicated in Annexure III]*

6. Items of somewhat general interest, like crop estimation survey, were discussed only in the Plenary session. A special feature of the Seminar was actual Black-Board demonstration of techniques of processing and analysis of data and preparation of graphs and charts. Two sessions were devoted to this item.

Main Recommendations and conclusions :

7. The observations of the Sub-Committees on the various items discussed are given in Annexure IV.* The nature of discussion and the main recommendations and conclusions of the Seminar in respect of these items are briefly summarized below :—

*Not enclosed.

I—Block Survey Report :

2 out of the 3 Sub-Committees (Sub-Committees 1 and 3) which considered this item examined the Block Survey Report proforma in great detail and made a number of useful suggestions by way of additions, alterations and deletions. There was some discussion about the use of the sources of information for filling up the proforma. Use of census figures, sample survey methods and complete house-to-house enumeration—all these were suggested depending on the nature of the data to be collected. All the Sub-Committees were in favour of adopting standard definitions, concepts etc. of the items included in the proforma for the sake of uniformity in interpretation and reporting. After some discussion it was decided to set up an expert Sub-Committee to

(a) consider the views expressed by Sub-Committees 1 and 3 regarding the coverage of the Block survey Report and prepare a final schedule which should be accepted by all;

(b) indicate the sources of information and the most appropriate method of collecting data with regard to each and every item in the proforma; and

(c) lay down uniform standards, concepts and definitions of the items included in the Block Survey Report proforma as finalised for the sake of uniformity in interpretation and reporting.

The composition of the Sub-Committee on Block Survey Report, as agreed to at the Seminar, is as follows :—

1. Prof. H. Ghosh, Chief Director, National Sample Survey, Ministry of Finance, Government of India, New Delhi. — *Chairman.*

2. Shri M. A. Telang, Director, Bureau of Economics & Statistics, Government of Bombay, Bombay.

3. Shri D. S. Rajabushanam, Director of Statistics, Government of Madras, Madras.

4. Shri Dev Raj, Joint Director, Planning Research & Action Institute, Government of Uttar Pradesh, Lucknow.

5. Shri Rajendra Prasad, Assistant Development Commissioner, Government of Bihar, Chotanagpur Division, Ranchi.

6-9. One representative each of

The Central Statistical Organisation, New Delhi.

The Census Office, Ministry of Home Affairs, Government of India, New Delhi.

Community Projects Administration, New Delhi.

Member —Secretary.

(With powers to co-opt additional members, if necessary)

The Sub-Committee should submit its report as early as possible.

[Action : C. P. A.]

II—VLWs Records and Registers :

There appeared to be general agreement that the 'Village' forms (V—1 to V—11 of the Draft Manual of the Village Level Workers Records prepare by the P. E. O) were possible of being maintained and should be maintained by all VLWs. There was some difference of opinion with regards to the "Family" forms. It was felt that there was scope for further simplifying and rationalising the Family forms. Certain concrete suggestions were made in this regard by Sub-Committee No. 2. The P. E. O. representative was requested to note these suggestions with a view to revising the Family forms accordingly.

[Action : P. E. O.]

III—Quarterly Progress Reports :

There was general agreement on the following points :—

(i) The Quarterly Progress Report proforma, both Block-wise and State-wise, were considered adequate and satisfactory, and it was felt that no drastic change was necessary at this stage. Regarding the State-wise Progress Report proforma, representatives of two State Governments suggested certain additional items [viz., No. of cows artificially inseminated and No. of calves born in place of key village centres started (item 6), No. of children going to school and No. of school buildings constructed (under Education), No. of Libraries constructed (under Social Education) and culverts constructed (under Communication)] for inclusion in the proforma. These were noted for future consideration. It was agreed that for the time being information may be furnished as at present in the prescribed proforma.

(ii) It was suggested that at a later stage, a supplementary Manual should be prepared explaining the scope, coverage, definition, concept etc. of the various items included in the Quarterly Progress Report proforma in order to ensure uniformity in interpretation and reporting.

[Action : C. P. A.]

(iii) The Section on "Progress Indicators" (Section X of the Block-wise Progress Report proforma in pages 60-65 of the Draft Manual on Administrative Intelligence) may be deleted. Instead, there should be periodical, *ad hoc*, sample surveys to attain the same obejective, viz., assessment of progress in terms of increase in agricultural production, impact of the programme on employment and unemployment, increase in real resources in the rural areas, progress made in the direction of strengthening the local institutions, etc. The State Governments, may, however, collect from the Blocks part or all of the information called for under Section X, if they so desire.

(iv) Quarterly Progress Reports should henceforth relate to *total* activities in the Community Development and N. E. S. Blocks irrespective of the agencies carrying out the work and the sources of finance. Section VIII on Non-project Inputs of the Block-wise Quarterly Progress Report proforma (page 57 of the Manual) may, therefore, be omitted and the instructions under this head on page 41 of the Manual may be modified accordingly.

[Attention : All State Government]

IV—Key Indicators of Progress :

The list of key indicators of progress given in pages 35-37 of the Manual was considered fairly adequate and comprehensive. One Sub-Committee suggested that under Irrigation (item 10) instead of 'additional area brought under irrigation' information should be collected on 'gross area brought under irrigation'. As regards the presentation of results, it was felt that some of the items like seeds distributed, pedigree animal supplied etc., should be expressed not in terms of 'per 1,000 population' as at present but in terms of more meaningful yardsticks like 'per 1,000 acres of crop land', 'per 1,000 cattle population' etc., depending on the nature of the items considered.

V—Fixing targets and measuring achievements :

It was recognised that the problems of fixing targets and assigning due weights to the various items for preparation of index of progress were difficult technical problems. These problems needed careful examination by experts. It was, therefore, recommended that a Sub-Committee, consisting of the following experts, should meet towards the middle of April, 1956,** study these problems carefully and place their detailed recommendations for consideration at the Development Commissioners' Conference to be held in May, 1956 :—

[(**) In view of the C. P. A.'s preoccupation with the Fifth Development Commissioner's Conference to be held during May 5-8, 1956, it has since been decided that the meeting of the Sub-committee may be convened after the Development Commissioners' Conference is over.]

1. Prof. S. R. Bose, Director, Central Bureau of Economics and Statistics, Government of Bihar, Patna.

Chairman.

2. Shri J. K. Pande, Director of Economic Intelligence and Statistics, Government of Uttar Pradesh, Lucknow.
3. Shri M. A. Telang, Director, Bureau of Economics and Statistics, Government of Bombay, Bombay.
4. Shri R. L. Anand, Economic and Statistical Adviser, Government of Punjab, Chandigarh.
5. Smt. Chameli Bose, Deputy Director, Bureau of Statistics, Government of West Bengal, Calcutta.

6-8. One representative each of the Central Statistical Organisation, New Delhi,

The Programme Evaluation Organisation, Planning Commission, New Delhi.

Community Projects Administration, New Delhi.

Member-Secretary.

(with powers to co-opt additional members, if a necessary).

(Action : C. P. A.)

It was mentioned that certain State Governments had done some preliminary work in connection with the fixation of realistic targets of work and also preparation of index of achievements. The State Governments concerned were requested to forward to the C. P. A. self-contained notes on these subject so that these may be studied carefully in the C. P. A and circulated to other State Governments, if necessary.

(Action : State Governments concerned)

VI—**Administrative Intelligence Units at State and Block Headquarters :**

The following recommendations were made :—

(i) The Administrative Intelligence Unit at the State Headquarters should form an integral part of the State Bureau of Economics and Statistics, where a Bureau already exists;

(ii) There should be adequate arrangements for statistical work at all levels, viz., State, District and Block, and, if possible, at the Divisional level also;

(iii) The Centre should share with the State Governments in the expenditure on statistical personnel from the Block-level upwards;

(iv) It is understood that in certain States the Head of the Administrative Intelligence Unit is required to do quite a lot of other work, e. g., publicity. The Seminar was of the view that the work relating to administrative intelligence was sufficiently heavy and that the A. I. Unit should not be burdened with any other miscellaneous items of work.

VII—General :

It was agreed to place the main recommendations and conclusions of the Seminar before Fifth Development Commissioners' Conference to be held in Naini Tal in May, 1956. It was also agreed that pending the retification or modification of these suggestions and recommendations by the Development Commissioners, the existing practice in respect of the various items, viz., preparation of the Block Survey reports and the Quarterly Progress Reports, assessment of achievements in terms of the key indicators of progress etc. should continue.

Annexure I.

GOVERNMENT OF INDIA
COMMUNITY PROJECTS ADMINISTRATION

Seminar on Administrative Intelligence held at the Indian Statistical Institute, Calcutta, during March 19-24, 1956.

Revised Programme

March 19, 1956 :

3.00 p. m.	Inauguration of the Seminar by Prof. P. C. Mahalanobis, F. R. S.
3.30 p. m.	Address by Administrator, C. P. A.
4.30 p. m.	Address by Rt. Hon'ble John Strachey.
4.45 p. m.	Finalisation of the programme.
8.00 p. m.	Dinner by Administrator, C. P. A. at the Calcutta club.

Marh 20 :

10.00 a. m.	General discussion on administrative intelligence—Plenary session.
11.30 a. m.	Talk by Dr. J. K. Galbraith on "Informal reflections on Agricultural Extension".
12.00 noon.	Brief address by Administrator. C.P.A.
12.15 p. m.	Sub-Committee discussions on : (i) Block survey report; & (ii) VLWs records and registers.
1.30 p. m.	Lunch.
3.00 p. m. to 5.30 p. m.	Sub-Committee discussions on : (i) Quarterly Progress Reports, Block-wise and State-wise; & (ii) Key indicators of progress.
5.30 p. m.	Tea by the Indian Statistical Institute.

March 21 :

10.00 a. m.	Plenary session on Sample Surveys in CP/CD and N. E. S. area [Discussion initiated by Prof. H. Ghosh, Director N. S. S.] (i) Crop estimation survey; (ii) Employment and unemployment Survey; (iii) Basic survey in the 26 pilot projects for the intensificaion of the cottage industries programme.
11.15 a. m.	(i) Continuation of the work of Sub-Committee Nos. 1 and 3. (ii) Visit to the I. S. I. by members of Sub-Committee No. 2.
12.00 noon.	Sub-Committee discussion on Fixation of Targets.
1.30 p. m.	Lunch.
3.00 p. m. to 5,00 p. m.	Sub-Committee discussion on organisation and functions of the Administrative Intelligence Unit at State and Block Headquarters.

March 22 :

10.00 a. m.	Plenary session to consider the reports of the various Sub-Committees.
12.00 noon to 1.30 p. m.	Actual demonstration of techniques of processing and analysis of data, preparation of graphs and charts etc.
1.30 p. m.	Lunch.
Afternoon	Free.

March 23 :

10.00 a. m.	Lecture by Dr. F. Yates on "Fertilizer Problems in Indian Agriculture".
11.30 a. m.	Visit to West Bengal State Statistical Bureau.
1.30 p. m.	Lunch by Director, West Bengal Statistical Bureau.

2.30 p. m. to 4.00 p. m.	Contiunation of actual demonstration of techniques etc.
4.00 p. m.	Vote of thanks.
4.30 p. m.	Tea bv the Developmen Commissioner Government of West Bengal.
March 24 :	Visit to Saktigarh C. D. Block [arranged by the West Bengal Government.]

GENERAL
Item VII

Item VII (a) Information & Public Relations

It is proposed to discuss the following subjects under the above head :

(1) **Provision of a Special Fund for Supply of Information Material and other publicity literature to project areas in accordance with the expansion programme visualised in the Second Five-Year Plan.**

Under the auspices of the Community Projects Administration basic literature on the Community Development Programme is produced and distributed to the project areas. In addition popular publications on community development, Five-Year Plan and on various other basic and cultural subjects, broadsheets, posters, folders, films etc. are produced by the Ministry of Information and Broadcasting and distributed to the project areas.

At present all such information material is supplied *free* by the C.P.A. or the Ministry of I & B. During the Second Five-Year Plan the distribution of such literature will have to be increased at least fourfold keeping in view the expansion programme of the Community Development and the National Extension Service. The number of copies required of each publication or other display material will run into several lakhs.

The C. P. A. has been informed that while the production of such literature will be undertaken by the Ministry of I & B out of its own resources, they are not in a position to offer free supply of the order required by the C.P.A. during the Second Plan period. It is, therefore, necessary to have some special fund in the C.P.A. so that additional copies as may required may be paid for and supplied to the project areas. The Ministry of I & B have agreed to offer a concession of 33⅓rd per cent on such purchases.

The distribution of such publications and other material is confined to project worker, non-officials directly connected with the programme and certain institutions and individuals. It has been estimated that even by confinding distribution to such essential categories the amount that will be required for the Second Plan Period will be of the order of Rs. 2½ crores. It is, however, not possible to find immediately an amount of this order for this purpose but it is proposed that, to begin with, a sum of Rs. 1 crore should be provided out of the lump sum provision of Rs. 200 crores made to the community projects and N. E. S. expansion programme for the Second Five-Year Plan.

The concurrence of the Development Commissioners is requested for the creation of this special fund in the C.P.A. The position will be reviewed after two years. If the amount is found totally inadequate for meeting essential requirements of the project personnel and non-official leaders associated with the programme supplementary provisions will have to be considered.

(2) **Information and Community Centres at Block Headquarters :** According to intimation received by the C.P.A. 695 Information & Community Centres had been set up at the Block Headquarters in all the States till February 1956. The C.P.A. has circulated a Manual on Information and Community Centres to all State Govts. indicating broadly the lines on which these Information Centres are to be set up and the sources from which the Information & Publicity material will be supplied to them. The budget head from which the expenses in connection with the Information Centres will be borne has been indicated to the State Govts. The Administration had also circularised a questionnaire to the blocks where such information centres have been set up and a sample analysis of the replies received on this questionnaire with suggestions for improvement had been sent to all the State Govt. The Administration has further suggested the establishment of a Committee at the State level to guide the progress of Information Centres. The main points which the C.P.A. would like to discuss at the Conference are :

(a) Difficulties and problems that are being faced in the organisation of the Information and Community Centres including

(i) Premises for the Centres,

(ii) Supply of information and audio-visual display material, and

(iii) Machinery for the running of these centres.

(b) Expansion programme for 1956-57 (vide Chapter IV of the Manual),

(c) Assignment of a special officer at the State level to look after the Information Centres (Vide p. 14 of the Manual)

(d) Training of Social Education Organisers for running information and community centres (vide Chapter III and Appendix IV of the Manual),

(e) Progress of Establishment of Model Information Centres in the States.

(3) **Community Centres :** In addition to the scheme of opening Information & Community Centres at the Block Headquarters there are in each block a number of Community Centres which are also used as centres for disseminating information to rural people. While the scope of these centres is necessarily restricted their importance in the rural context is great,

C.P.A. is keen that these centres are stocked with suitable information material which should be properly displayed. It is proposed to supply from the Centre a selection of suitable literature. State Governments should similarly supply a selection of their material and the block authorities should ensure that the information material is suitably displayed. Details will be discussed at the Conference.

(4) **Intensive Publicity of Community Projects & N.E.S.** At the last Development Commissioners' Conference at Simla it was decided that a suitable wing of the State Information and Publicity Department should be organised under an officer of a sufficiently high status to be exclusively responsible for publicity concerning community Projects and N.E.S. blocks. The C.P.A. has received information from only a few of the State Govts. about the establishment of such units. The C. P. A. would like to be informed about the States which have established such units, the pattern of the organisation and their lines of work. At the Conference it is proposed to discuss this subject with special reference to :—

(i) maintenance of liaison between the Publicity Unit in the C.P.A. and the Special Publicity Units set up by the State Governments,

(ii) supply of basic information, feature material, human stories, etc. for use in all-India publicity, and

(iii) special responsibility of these Units in the organisation and maintenance of Information Centres in the States.

(5) **Regional Language Editions of CPA Publications :** One of the serious difficulties that the Community Projects Administration has been experiencing is in regard to the regional language editions of (i) C.P.A. publications and (ii) other basic literature which should be maintained in the Information Centres as well as in the community centres. The Ministry of I & B proposed to undertake, as far as possible, regional language editions of such publications but it is obvious that unless the State Governments also share in this effort, it will not be possible to produce within a reasonable time sufficiently large volume of regional language literature for the Information Centres and the Community Centres. Such regional language editions are also essential for the State if their project workers particularly at the ground level are to be supplied with readily assimilable literature on the programme, its methods, objectives and approach. In this connection the following aspects are proposed to be discussed :

(i) The extent to which the State Governments will be in a position to undertake production in regional languages of some of the more important publications on the Community Development Programme and

(ii) The extent to which private agencies could be employed for this purpose.

Item VII (a) A Brief Note on the Contribution of the Ministry of Information & Broadcasting to the Publicity of the Community Development Programme.

The Ministry of Information and Broadcasting is responsible for publicity in respect of the Community Development Programme. A statement is enclosed indicating some of the highlights of publicity undertaken by the Ministry during the First-Five Year Plan period. This statement will also help State Governments to select suitable publicity literature of the Centre for use on special occasions.

2. During the first two years of the operation of the programme, the normal publicity machinery of the Ministry took in its stride the publicity of the Community Development Programme. But with the expansion of the Programme the need for intensification of the efforts became mainfest. The Integrated Publicity Programme for the Five-Year Plan was launched in 1954 and for publicity of the Community Development Programme a special Unit was created to undertake co-ordinated and integrated publicity through all media. This Unit is functioning in co-ordination with the Community Projects Administration and the publicity requirements of the programme are continuously kept in view. Publicity is canalised through all media and special emphasis is given to the rural sector of the population.

3. In the publicity of Community Development Programme closer liaison is necessary between the Centre and the State Governments as all publicity must be related to the field operations. The Ministry of I and B would like the conference of the Development Commissioners to consider the following aspects of Centre-States liaison in addition to the points already indicated in the brief note provided by the Community Projects Administration the Item "Information and Public Relations" of the Agenda for the Conference :

(i) Closer Liaison with the Field Publicity Officers of the Ministry of I and B and the Departments of Information and Development Departments of the State Governments. At present 37 Field Publicity Units of the Ministry are functioning in the States, under seven Regional Officers. Greater use should be made of the Field Publicity Officers so that they can help in projecting the Community Development Programme more effectively from an All-India point of view.

(ii) The Community Projects Administration has made available publicity vans as well as projectors to many of the project areas.

The Ministry of I and B has also mobile vans equipped with projectors and other audio-visual aids functioning in rural areas. A machinery for co-ordination of the use of these two sets of equipment should be evolved so that full utilisation can be made of the available resources in the largest possible area.

(iii) Copies of films produced by the Films Division of the Ministry of I and B are at present sent to the Development Commissioners, the Directors of Information and the Field Publicity Units of the Ministry of I and B. As most of these films are intended for exhibition in rural areas, a machinery should be devised whereby all available supplies can be pooled and a system of rotation of films established.

(iv) **Community Receiving Sets** : During the Second Five-Year Plan period nearly a lakh of community receiving sets are expected to be supplied in rural areas. The State Governments should take steps for proper maintenance of these sets in rural areas. The cost of maintenance and minor repairs are to be shared, in accordance with the existing arrangements, by the State Government and the villagers. A suitable machinery might be evolved for the purpose.

(v) **Distribution of Literature** : At present a large volume of publicity literature is distributed to the project areas. During the Second Plan period this volume will further increase considerably. It is most essential that the literature which is supplied in bulk to the Development Commissioners, the District authorities and the project authorities is distributed to the project personnel and others concerned without delay. Steps should be taken to see that a machinery has been evolved to do this distribution promptly and effectively.

(vi) **Radio, Song and Drama** : Closer liaison is required between the project authorities and the Radio Stations concerned, more particularly in the sphere of rural programmes. In drawing up the programmes the Radio Stations would require assistance from the project authorities. Listening of the programme at the village and also requires attention and guidance.

Similarly, close liaison is required between the Radio Stations and the Project authorities for popularisation of the song and drama programme of the All-India Radio. Such liaison would include steps to be taken for collection and recording of songs and dramas, and special arrangements for propagating them throughout the project areas.

Details of the above proposals will be discussed at the Conference.

Annexure

COMMUNITY DEVELOPMENT PROGRAMME

Highlights of Publicity undertaken by the Ministry of I and B during the First Five-Year Plan.

Press

The press publicity covered the following aspects :—

News

ature articles

Photographs

Facts and Figures

Do You Know

Reviews of Progress of the Programme

Special Articles for Supplements of Newspapers and Journals

Coverage of Conferences, regional seminars

Tours of the Community Project areas and issue of illustrative features on the various aspects of the programme.

Organisation of press tours

Publicity coverage of visits to community projects of foreign dignitories and delegations from India and abroad.

The above material prepared in English and the principal regional languages is sent out to over 1,600 newspapers and periodicals all over India.

Publications

The following publications on the Community Development Programme have so far been produced by the Publications Division of the Ministry of I and B :

Building for Tomorrow

Building a New India

Road to Welfare State

Random Thoughts

Five and Half Lakh Villages Amove

Kurukshetra—A Symposium

Information and Community Centres—A Manual

Better Farming

Better Seeds

Better Housing

Better Health

Better Roads

Better Irrigation
Social Education

Under Production

Training for Village Work
Community Projects—A Pictorial Survey
Phulkari
Primary Health Centre

Journals

Kurukshetra (English and Hindi)
Gram Sevak (English and Hindi)

The Publications were put out in some of the principal regional languages. Distribution included project authorities, subject-matter specialists, certain institutions and individuals connected with the Community Development Programme in addition to placing copies on sale.

Films

Thirteen films have so far been produced.
These are:—

Road to New India
Busy Hands
Grow Rice the New Way
Khet-ki-Khurak
Improved Seeds
People's Participation
Building from Below
Better Breeds
Khet-ka-Sudhar
Health for Millions
Right Man for the Job
Villages and Women
Gyan-ka-Ujala.

The films have been produced in some of the principals regional languages.

Films Strips

Three film strips have been produced. These are: (1) Improved Seeds; (2) Better Breeds; and (3) Grow Rice the New Way.

Copies of the films and film strips are distributed to the Development Commissioners and to the Field Publicity Organisation of the Ministry of I and B for exhibition to the project areas. In addition, about 240 copies are

at present sent to the State Governments. Besides specialised films for the C.P.A., films on Five-Year Plan are also sent to the Project areas.

Broadcast Talks

Broadcast talks on the Community Development Programme have been included in the programmes of all the Radio Stations. In addition, features on the subject are frequently included in children's programmes, rural broadcasts, etc. The Ministry of I and B has also a scheme of considerably increasing the supply during the Second Five-Year Plan period of the number of community receiving sets in rural areas.

Other aspects of audio-visual publicity include the following which have been produced :

Posters : Self-Help

Every Home a Hive of Industry
Vidya Dan
The Way to prosperous India

Fifty-thousand copies of each in the principal languages were produced and distributed.

Broadsheets : Three broadsheets have been produced :

(1) Community Development Programme (1 lakh copies)
(2) Community Development Programme (Broadsheet in small size—50,000 copies)
(3) Better Farming (1 lakh copies)

Folders :

Community Development Programme	...	2,70,000 copies
Road to Welfare State	...	10,00.000 copies
Health for the Millions	...	1,00,000 copies

These were produced in all the principal languages and distributed extensively.

Maps : Two maps were produced : One in 1954-55 and another in 1955-56.

Calendar : One calendar has been produced—80,000 copies.

Greeting Cards : Two Greeting Cards of the Administrator on the occasion of the Republic Day were produced.

Exhibition : The Exhibition Section of the Director of Advertising and Visual Publicity devotes a special section on Community Development Programme in all exhibitions organised by them. In addition, a special exhibition was organised with the assistance of the C.P.A. on the occasion of the

Fourth Development Commissioners' Conference at Simla and another is proposed to be organised for the forthcoming Nainital Conference.

The Exhibition Section also proposes to provide 20 sets of exhibits for the Model Information Centres which are being set up.

Hoardings : One hoarding on the Community Development Programme was set up at the Amritsar Session of the All-India Congress.

Community Projects Slides—1.

The following are at present *under printing* :

Broadsheets: Road-building
Cottage Industries

Folders : Way to Health
Agriculture

Field Publicity

At present 37 Field Publicity Units of the Ministry of I and B are operating in the States. Under this programme, mobile vans equipped with audio-visual publicity material visit rural areas including community project and N.E.S. areas to put across the message of the Five-Year Plan and the Community Development Programme.

A drama on rural development entitled "Hamara Gaon" has been produced and it is being exhibited in the various parts of the country. A programme for collecting and popularising development songs and dramas is under implementation.

Information Centres at Block Headquarters

The Ministry of I and B are sending their publicity material including publications, broadsheets, maps, calendars, photographs, etc. to about 700 Information Centres so far opened at the Block Headquarters. Special material is also being supplied to Model Information and Community Centres that are being set up.

Item VII (b)—Action Research.

From time to time the C.P.A. is faced with problems in the field of administration which require to be considered very carefully. The pressure under which work is going on makes it impossible for anybody, while engaged in his normal work, to give concentrated thought to these problems. It is, therefore, felt that it may be beneficial to establish an "Institute of Study and Research on Community Development". This institute could also have a training wing and take over the responsibility for conducting applied research (action research) on current problems faced by the project personnel. A brief note on the subject prepared by Dr. Ensminger along with the comments of the Chief Secretary and Development Commissioner, Bihar, are enclosed giving the details of the proposal to form the basis of discussion at the Conference and to formulate definite views on the subject.

PROPOSED COMMUNITY DEVELOPMENT INSTITUTE

India is determined to carry out her stupendous Development Programme by the employment of democratic methods. .The intentions of her leaders are firm that each of her 5,58,000 villages, with their more than 275 million inhabitants, shall be involved in these democratic methods, and shall assume major responsibilities for their own and their country's development.

It would be impossible to exaggerate, indeed it is difficult to comprehend, the magnitude and diversity of the task of introducing democratic processes into an economic, social, and political structure, which has for centuries operated as an autocracy at the top, and which has had a half million separate and relatively isolated villages at the bottom. Nevertheless, it is planned that by 1961 each village will have a considerable degree of local autonomy. All villages will be grouped for development work into 3,800 Development Blocks, and for administration into 300 Districts. Operating at the Village Level will be some 40,000 multiple purpose extension workers, and in the Block Officers some 20,000 development specialists.

To operate such a tremendous programme will require a large number of administrators who understand administration as such, and who also understand the sciences of human relations and human values. Such understanding requires not only the technical know-how of personnel, administration, and of physical and economic development, but also a knowledge, and appreciation, of the processes of social and cultural development.

If the task were only that of taking over and staffing an administrative structure already geared to the undertaking at hand, it could be assumed that all that is needed is to use all officers who over the past years have gained experience in administration, and as quickly as possible train an additional corps of line and Staff Officers. It would be easy to construct a chart which would clearly describe the administrative relationships between the various units of operation. The task of operating these relationships by democratic methods while keeping all units of organization geared to the objectives of the most rapid development possible is, however something more than technical business administration. It requires a high order of administrative competence of all those in key positions, but it also requires on their part a deep understanding, and appreciation, of local relationships and organizations as well as administration; a knowledge and appreciation of local village values as well as of physical and economic values and a knowledge of how to develop and use volunteer local leaders as well as how to direct technical and adminstrative personnel.

A knowledge of these social skills is developed by combining theoretical knowledge (primarily of cultural anthropology, sociology and social psychology) and the practical knowledge which comes from operational experience in administration. All key persons in the national Development Programme should possess these social skills. Most of them will have had the type of practical experience which provides them with one of the components of these skills. Few of them will have had training which provides them with the other component of these skills.

There will be more than 4,000 persons occupying these key positions by 1961; at least 50 State Development Commissioners and Deputy Commissioners, approximately 300 District Development Commissioners and 3,800 Block Development Officers. A minimum programme should provide for concentrated study—(lectures, seminars, library reading)—within the next 5 years, of at least 50% of these key Development Officers. This would mean a systematic programme of study for some 2,000 persons. If this number seems large, two things should be kept in mind: (1) that they would be less than 50% of the persons in key positions, and (2) that they must direct and guide well over 50,000 other persons in the development programme. (See attached chart).

A minimum programme should be three State Study periods (seminars) per year, each for duration of three months, each with 100 officers in attendance. This would accommodate 300 persons per year and over a 5-year period would accommodate 1,500 officers.

A corps of ten experts should be provided as instructors. But it should be recognised that the officers attending these institutes will, out of their combined ample practical experience, contribute as much to each mental growth as will the specialized lecturers. The study course should, therefore, be operated in such a way as to utilize this contribution of the officers in attendance.

Something like the following schedule might be followed: (a) a 2-hours lecture period each day in which one of the lecturers would discuss a major topic in his field; (b) followed by 10 seminars of ten persons each, each such seminars of ten persons each, each such seminar chaired by one of the experts, (c) the reminder of the day divided as each trainee prefers, between (1) library reading, and (2) in specially organized seminars, covering such topics as human relations of administration, personality development, social values, measuring culture change, group processes etc. (attendance would be optional).

Each lecturer should be a person with recognized academic standing in his field, and if possible a person with practical crops cultural experience. Lecturers should come primarily from the fields of cultural anthropology,

sociology and social psychology. One lecture in each of these fields should function in each of the three months training courses. Other fields from which lecturers might be drawn could be political science, economics, history, public administration, education, philosophy, and comparative religion.

Liberal use should be made of foreign visiting professors of distinction, and guest lecturers from within India. The institute will be closed three months of the year, providing an opportunity for the staff to pursue specialized research in the community projects following their subject matter speciality.

It is suggested one of the hill stations be selected as the site for the institute and that it be affiliated with the University of the State in which it is located.

Estimated budget.

Assume basic building for Institute, classes, library and seminars will be available in the Hill Station selected for the Institute.

Non-recurring expenditure.

1. Reconditioning and equipping building for Institute and quarters for officers in attendance and instructors.	$ 750,000
2. Library, training aids, recreational facilities.	$ 100,000
Total non-recurring expenditures.	$ 850,000

Recurring expenditure per year.

1. **Staff**	
(a) Principal in charge @ Rs, 2,500 p.m.	$ 6,356
(b) Four senior instructors @ Rs. 1,500 per month.	15,254
(c) Five assistant instructors @ Rs. 750 each per month.	9,534
(d) Director for recreation and extra curricular activities @ Rs. 750 per month.	1,907
(e) Clerks, secretaries, peons total of 15 average Rs. 150. p.m.	5,720
	38,771

2.	Study fellowships : 300 per year, 3 months each period @ Rs. 1,500 per person.	95,340
3.	Foreign guest lecturers, three per year @ $ 15,000 each.	45,000
4.	Indian guest lecturers, 25 per year honorarium at Rs. 500 each.	2,648
5.	Funds for carrying on research :	
	(a) Travel and subsistance expenses for entire staff of 10 to participate in 3 months field research each year—Total funds required per year :	
	Subsistance allowance at Rs. 40 per day :	$ 7,627
	Travel allowance at Rs. 500 per person for 3 months period.	1,059
		8,686
	(b) Funds for publication of research at Rs. 5,000 per year.	1,059
6.	General operating expenses for the Institute Rs. 10,000 per year.	2,118
	Total recurring expenses per year.	$ 193,622
	Total cost of operating the institutes for five years (non-recurring cost @ $ 850,000 and recurring cost per year @ 193,622)	$ 1,818,110

PROPOSED COMMUNITY DEVELOPMENT INSTITUTE

(Comments of the Chief Secretary, Bihar.)

I am returning the "Discussion Draft" of the scheme for setting up a Community Development Institute, which you gave me the other day.

2. An institute of this kind would certainly be most useful. I, however, think that instruction and the discussions should not be confined to cultural anthropology sociology and social psychology: public finance and rural economics, and public administration should be given comparable prominence, and there should be a fair number of lectures and seminars also on, what I may call, the *democratic process in the political field.* It has no doubt been mentioned in the "Draft Discussion" that some of the lecturers might be drawn from the fields of political science economics and public administration, but my point is that these subjects ought to be treated as of more or less, the same importance as cultural anthropology, sociology and social psychology.

3. It is, to my mind, of the utmost importance that the experience of other countries, particularly underdeveloped countries, and those with the democratic form of government, should be placed before the students by experts in the fields of social and economic development; and this should be supplemented with a review of the current theoretical thinking on the subjects.

4. I do not see any advantage in the suggested affiliation with a University. There might also be technical difficulties in such an affiliation. But if the idea is that the institute should establish a working relationship with a University, and the word 'affiliation' has been used in this sense, and not in the sense in which it is used in the context of Universities, there would, of course, be no objection or difficulty.

5. I agree that the period of training should be three months. I also think that the value of a fellowship should be about Rs. 1,500/-, i. e. about Rs. 500/— a month. I suppose the cost of travel to the Institute and back would be met by the deputing Governments.

6. The Institute might be located at one of the Himalayan hill stations. It may remain closed during the period December to February, when the Himalayan hill stations are not very pleasant places to live in, but when the instructors can very comfortably go round the Community Development areas.

Sd/— L. P. Singh.
CHIEF SECRETARY, BIHAR.
D/— 3-2-1956.

PROPOSED COMMUNITY DEVELOPMENT INSTITUTE

(Comments of the Development Commissioner, Bihar.)

I believe this institute should be designed to give a complete change of atmosphere, a high academic environment and a course of studies in which much of the ....initiative would be left to the officers deputed to this institute. The type of personnel to benefit from this institute should include—

(a) Higher administrative cadres who are of the rank of Collector and above and whose duties involve personnel management and watching progress of communities in action along with the executive officers and local leaders. I would include not only the *Development Commissioners,* but selected *Secretaries of certain departments, Chief Secretaries and important technical heads of departments* like the Director, of Agriculture or Animal Husbandry, Registrar, Co-operative Societies and the Director of Cottage Industries.

(b) Selected promising members from the Legislatures who have the aptitude to learn the arts of higher administration as well as selected ministers e. g. younger ministers in the States and the Centre and promising legislators who can spare their time and can benefit from this institute.

About 200 such trainees in all per year would be an adequate number. The selection should be adjusted accordingly.

2. Human relation between (1) villagers, local leaders, members of the legislature and of Government and civil servants and (2) the administrative and technical cadres should constitute the main bulk of the study. One of the institute should be to provide a scientific and systematic basis for the knowledge already possessed by the trainees and the other is to give the background information on basic matters that will be required in Community Development. Thus, in addition to social anthropology and social psychology knowledge should be available in the following branches :—

(i) Human geography including proper land use and demography

(ii) Political science with an emphasis on administrative law and usages and the correct interpretation of democratic functions.

(iii) Development economics with particular relation to capital schemes and social services in an under developed economy.

(iv) Social history.

I would recommend a period of *8 to 10* weeks for each group. The first task of the professors in each branch of the knowledge should be to cover

the ground in their subject through six well prepared lectures delivered once a week. Previous circulation of alient points and a list of standard books (backed up with adequate libraries) will supply the rest of the needs. A lecture for an hour and a discussion after a short break for a couple of hours each morning should be sufficient to evoke adequate curiosity on the ground covered. This could be completed in the mornings and the afternoons left free for individual or group consultations with the professors. Perhaps, twice a week a lecture could be arranged either by one of the trainees who have specialised in any subject or by visitors who have something useful to say. Tea at the institute every working day and dinner together twice a week for all the staff and the trainees could be usefully made compulsory.

3. A period of *8 to 10 weeks* with a staff of *6 to 8* professors (either resident or visiting) backed up by other personal contacts should be enough to ensure adequate contact for the training. I consider that an interpreter in the form of *an administrator* with an academic outlook will be necessary between the professors and the administrators either as the Director or in the staff. It would be useful to continue the contact *through a journal or other means* after the period is over.

4. I consider that such an institute would be most welcome to the administrators, do them a great deal of good, and might well become a source of knowledge on the basic aspects of human engineering and usefully function as the centre of training personnel of other countries too.

5. A suitable site different from the working environment is of importance. Equally necessary is comfortable living upto a reasonable standard. The location at a Himalayan hill station might ensure the former but such hill stations are unplesant to work in during the months of July to September and November to February and besides a high altitude may not agree with the probably high average age of both the professors and some of the trainees. I would prefer a semi-hill station where reasonable medical facilities are already available and do not have to be provided.

Sd/-K. S. V. Raman.

DEVELOPMENT COMMISSIONER, BIHAR.

D/—6 2-1956.

Item VII (c): Sample Surveys:

There are three aspects of the statistical work relating to the Community Development and National Extension Service programme :—

(1) statistics for day-to-day administration, in other words, administrative intelligence;

(2) current evalution of the programme; and

(3) special *ad hoc* studies of special problems.

2. So far as item (1) is concerned, this is being taken care of at all levels by the administrative agency charged with the implementation of the programme. The Programme Evaluation Organisation of the Planning Commission is mainly concerned with item (2). Regarding item (3), it would seem appropriate to study from time to time the impact of the programme on production, employment, consumption-pattern, changes in real resources etc. It is desirable that these studies are done by an agency independent of the administrative agency so that the results of studies may not be biased.

3. A beginning has already been made with regard to the type of studies envisaged under item (3). The National Sample Survey of the Ministry of Finance, Government of India, has already conducted crop estimation surveys in the Rabi season of 1954-55 and Kharif 1955-56 in the C.P./C.D. and N.E.S. areas. The object of the surveys was to measure the extent of increase, if any, in the average yield of principal crops in the development areas relative to the overall averages for the country as a whole and for the respective States. A summary report on the Rabi 1954-55 survey, prepared by the N.S.S., is enclosed. It is expected that the crop estimation survey will continue for sometime to come.

4. Two more proposals which are at present under consideration relate to :—

(i) employment and unemployment survey in the C.P./C.D. and N.E.S. areas; and

(ii) survey of village and cottage industries in the 26 pilot areas.

Brief notes indicating the developments in respect of these items are also attached.

Item VII (c) (i) Sample Surveys—Crop Estimation Survey in development areas—Rabi 1954-55

SUMMARY REPORT

(Prepared by the Directorate of National Sample Survey, Ministry of Finance, Government of India)

1. At the instance of the C.P.A., a random sample survey was undertaken by the Directorate of National Sample Survey with the object of ascertaining by an objective method the yield rates of principal crops in the areas covered by the Community Projects, Community Development Blocks and National Extension Service Blocks in 14 States of the Union.

2. The survey was confined to three categories of development areas, viz. (a) Community Projects or Blocks allotted in the year 1952-53 (C.P.); (b) Community Development Blocks allotted in 1953-54 (C.D.) and (c) National Extension Service Blocks allotted in 1953-54 (N.E.S.). The four important rabi crops, wheat, barley, gram and rabi jowar were taken up far the survey.

3. The plan of the survey was broadly as follows :—Out of each category of development blocks (mentioned above) in a State, a certain number of blocks was first selected; from each selected block a given number of villages were then sampled and 2 experiments were conducted in 2 selected fields of each such village. The actual experiment consisted in carefully marking out a random plot of size 33'x16½' in the selected field and harvesting, threshing and weighing the produce within the plot. Altogether 134 blocks were selected for this survey and about 6,000 experiments were planned on the four crops.

4. The field work was carried out by the Village Level Workers under the technical direction of the National Sample Survey, who designed the survey, prepared detailed schedules and instructions for field work and trained the field staff in the conduct of the experiments. Training was arranged at the headquarters of each selected block in which the Block Development Officers and other superior staff also participated. The N.S.S. Directorate also exercised supervision over the primary field work to the extent possible to ensure maintenance of technical standards. The Block Officers were also to carry out supervision on their own.

5. Out of about 6,000 experiments planned, results were received from the sample blocks in respect of only 3,800/- i.e. less than 2/3rds of the total number. The non-response was thus quite serious and was apparently due to organisational difficulties at the field level. Indeed, the supervisory

check exercised by the N.S.S. Officers revealed a number of shortcomings in the conduct of the work. In a number of blocks the requisite experimental equipment had not been supplied to the V.L.Ws. There was delay in according sanction for expenditure and consequent delay in initiation of work. The superior officers did not also evince as much interest in the work of the survey as was necessary, particularly when the survey was initiated for the first time. The work also suffered to some extent due to lack of ready co-operation from village patwaris in making available the village records. All these difficulties not only resulted in a huge loss of experiments but also in rather an unsatisfactory execution of field work in a substantial number of the experiments actually conducted.

6. Owing to poor response, results from a few States were not processed. Results for a number of experiments had also to be rejected on scrutiny due to inaccuracy, incompleteness, or discrepancy in information furnished. Ultimately only 58 per cent of the number of experiments planned was available for analysis.

7. The results of average yield based on the present survey are summarised below for all the States together. In order to examine the relative performance in the development areas and the rest of the country, estimates of average yield of the districts in which the sample blocks were located based on the normal crop estimation surveys carried out annually are also shown side by side. Taking all the States together, it has been observed that the yield rates in the development areas were higher than the general yield rates by about 25 per cent.

Category	WHEAT			GRAM			BARLEY		
	Survey Estimates	Yield rate from Genl. C.E. Survey	$\frac{2-3}{3} \times 100$	Survey Estimates	Yield rate from Genl. C.E. Survey	$\frac{5-6}{6} \times 100$	Survey Estimates	Yield rate from Genl. C.E. Survey	$\frac{8-9}{9} \times 100$
1	2	3	4	5	6	7	8	9	10
C.P.	1,000	789	26.7	683	604	13.1	1,242	1,120	10.9
C.D.	923	792	16.5	836	566	47.1	957	731	30.9
N.E.S.	896	735	21.9	760	606	25.4	981	818	19.9
Combined	933	748	24.7	752	601	25.1	1,035	817	26.7

8. While drawing any inference from these results the serious limitations to which they were subject, should he borne in mind. One cannot be too sure that the results convey faithfully the correct state of affairs in view of the very large non-response and the defective quality of field work. It would be prudent to await further confirmatory evidence based upon similar surveys for subsequent crop seasons before concluding that the relative differences between yield rates of development areas and the rest of the country are really as high as the one observed during the present survey. Such surveys are already in progress with an increased coverage.

During the Kharif 1955-56 the crop estimation survey included 19 States and all principal Kharif crops while during the current Rabi (1955-56) the survey is in progress in all the 14 important Rabi crop growing States. About 15,000 experiments were planned in each survey covering about 250 sample blocks. Results of the Kharif survey would soon be available while the field work is still in progress for the Rabi survey.

9. The findings of the field work of these surveys, though more satisfactory than for the first survey, do, however, reveal the need for improvement in the quality of field work. For instance, experimental equipment has not still been made available to the field staff in a number of blocks. The Village Level Workers are often kept too busy at the harvesting time to be able to devote enough time to this work. Generally, a V.L.W. is not assigned more than 6 experiments and he ought to be able to complete this work in about 2-3 days' time at the harvesting period, which, it should not be difficult for him to spare for this important task. The success of this survey depends, to a very great extent, upon the interest evinced by the Block Development Officers and other superior staff and it is unfortunate that there is still some apathy for this work on their part. Although the scheme provides for supervision of primary field staff by the Block Officers, it was not practically attended to by a majority of them. Unless the primary field staff are impressed of the importance of this work by the keen interest and constant supervision by the superior staff, the results of the survey would continue to be unsatisfactory. It is hoped that the Development Commissioners would take effective steps to remove the deficiencies mentioned and ensure the reliability and usefulness of these surveys, which the C.P.A. desires to continue as a regular feature of the programme.

Item VII (c) (ii) : Employment and Unemployment Survey in the C. P./C. D. and N. E. S. Areas.

The N.S.S. in its 9th Round conducted a nation-wide employment and unemployment survey. An examination of the sample villages selected for this purpose shows that approximately 400 villages fall within the areas covered by the C.P./C.D. and N.E.S. Blocks. It is proposed to request the N. S. S. to tabulate separately the results of the survey for the villages falling within the project areas and make available to the Community Projects Administration, the results of the tabulation as early as possible. The tabulation should be limited, for obvious reasons, not to the entire schedule of enquiry under the 9th Round but onl to those items which are considered relevant for the C.D. and N.E.S. programme. These results would not enable us to measure directly the impact of the programme on the employment or unemployment position in the C.D and N.E S. areas, for the main survey was not planned with that object in view. It is hoped, however, that the survey would provide a basis for comparison, zone-wise, of the employment and unemployment position in the project areas *vis-a-vis* the country as a whole. Even this limited information will serve as important bench-mark for further studies that may be undertaken in future.

Item 7 (c) (iii) : Survey of Village and Cottage Industries in the 26 Pilot Areas.

Community Projects Administration has selected 26 pilot areas for the intensification of the cottage and small-scale industries programme. It is proposed to request the N.S.S. to undertake special surveys in these areas with a view to finding out—

(a) the production potential of the cottage industries programme in these areas; and

(b) the impact of the programme on employment in the Pilot areas.

The Community Projects Administration has already had some preliminary discussions with the N.S.S. and the Ministry of Finance with regard to item 7(c) (ii) and (iii) above, and proposals will be finalised shortly.

Item VII (d) : Association of Universities and other allied institutions with CD Work.

The question of associating Universities, Colleges and other allied institutions with the work relating to the Community Development and National Extension Service Programme has been under consideration for sometime past. The matter was discussed informally on October 21, 1955, with Prof. D.G. Karve and few other Members of the Group in charge of the Training Programme in Social Science Research endowed by the Ford Foundation. A copy of the summary record of discussion is enclosed. As suggested by the Members of the Group, C.P.A. prepared a self contained note (copy enclosed) setting out its own tentative ideas on the subject. The note was prepared mainly for the guidance of the University Vice-Chancellors and others concerned. Prof. Karve was requested to circulate the note to all the Members of the Group and other interested persons with a view to soliciting their views.

Copies of the note were also circulated to the Members of the Panel on Education set up by the Planning Commission at the meeting held on 26-12-1955. It is understood that the note is under issue from the Ministry of Education to the Vice-Chancellors of various Indian Universities. It is expected that the various persons and institutions who have received or will receive the note will send in their comments and suggestions in due course. Meanwhile, the Development Commissioners may like to see and indicate their views.

Encls : 2.

COMMUNITY PROJECTS ADMINISTRATION

Summary record of an informal meeting held in the Administrator's room at 5.30. p.m. on Friday October, 21,1955, with the Members of the Group in-charge of the Training Programme in Social Science Research endowed by the Ford Foundation.

PRESENT

C.P.A.

Shri S. K. Dey
Shri R. Jagannathan
Shri S. L. Khurana
Shri A.D. Bohra

Dr. Subhas Dhar

Prof. D. G. Karve
Dr. Sadashiv Misra
Dr. Carl Taylor,
Ford Foundation
Dr. S.B. Rangnekar,
Ministry of Finance
Dr V. Nath, P.E.O.

Administrator explained that the Community Projects and National Extension Service programme had now reached a stage when all outside assistance for furthering the objective of the programme should be welcomed. He would particularly welcome the association of Universities, Colleges, and other like institutions with the work relating to Community Development and National Extension Service programme. He felt that the contact between the Universities and the C.P.A. could, perhaps, be developed into a two-way traffic. As matters stand at present, students receiving higher and expensive education are far away from reality. Mere text-book education cannot give them the necessary preparation for life. The Universities may, therefore, find it useful to have their feet on the ground.

2. It will be equally useful for the C.P.A. to have the Universities take up certain aspects of work relating to the C.D. and N.E.S. programme in which they can make their best contribution. Two alternatives may be considered in this connection :—

(i) Can the Universities be entrusted with the task of actually managing some Development Blocks in the vicinity of the University areas? This will mean independent implementation of the community development programme by the Universities;

(ii) The alternative is for the subject-matter specialists of different Departments of a University—Agriculture, Medicine, Engineering,

Sociology, etc.—take up special items in the programme for detailed study and analysis. On-the-spot research in problems arising out of the programme in project areas will be in the nature of field research. By suitable arrangement with the administrative agencies concerned at the State level, it may, perhaps, be possible to attach a Development Block in the vicinity of those Universities which may be interested in undertaking this type of field research.

3. Prof. Karve mentioned that he and a few other Members of the Group had earlier held some general discussion of the subject with Dr. Ensminger particularly with reference to the question of promoting research in rural problems in selected C.D. and N.E.S. Blocks. It was generally recognised that in view of the fact that a definite programme of work was going on and that a standard pattern of administrative organisation already existed in the C.D. and N.E.S. areas, these Blocks would be ideal from the point of view of undertaking field research in problems of rural life. Prof. Karve also said that some of the Members of the Group felt that at the State level there was a general reluctance on the part of the Government official to co-operate with the University teachers.

4. Dr. Rangnekar expressed the view that the best contribution the Universities could make was in terms of the second alternative, viz., taking up specific, concrete, problems for intensive study in the Block areas by way of field research.

5. After some further discussion, it was decided that the C.P.A. should prepare a note on the subject setting out it own ideas. Prof. Karve offered to circulate the note enclosed to other Members of the Group with a view to ascertaining their reaction.

COMMUNITY PROJECTS ADMINISTRATION

A note on the association of Universities, Colleges and other similar institutions with the work relating to the community Development and National Extension Service Programme.

There is a general feeling that the system of education as imparted by our Universities and Colleges under the existing system is not in tune with the problems of real life and, therefore, results is in-adequate preparation for life. Lack of realism in the system of University education arises mainly from the lack of contact with the ground. It is, therefore, felt that both the instructional staff and the pupils in the Universities and Colleges, should be more closely associated with the problems of real life.

2. The Community Development and National Extension Service Programme is essentially an experiment in tackling the manifold problems facing the teeming millions of Indian villagers. The association of Universities and Colleges with this gigan task of national reconstruction will, no doubt, be of mutual benefit to the Universities and the Community Development Programme. The Programme offers a vast field for operational and field research in rural problems to the teachers and students alike. While the students and A.C.C. Camps are making their own contributions in this direction, these camps suffer from serious limitations and, for obvious reasons, cannot go very far. The time has come to get the entire accademic world interested in the programme more effectively than has been possible hitherto.

3. As one looks back at the progress of implementation of the community development programme, one finds that so far we have worked on methods which are more or less *ad hoc*. A big expansion of the programme is envisaged for the Second Five-Year Plan. The entire rural India will be covered by the end of the Second Five-Year Plan with the National Extension Service programme and a large percentage of the N.E.S. Blocks will be selected for intensive type of development on the pattern of Community Projects. For obvious reasons, C.P.A. would like to take such administrative measures as can add to the effectiveness of the programme and reduce—to use a terminology common in industrial phraseology—'wasteful motions' in efforts. Purely objective and enalytical research on methods and techniques based on controlled observations in selected areas but capable of wider application, should form an integral part of programme

administration, if we are to avoid serious difficulties with this fast expanding programme.

4. There is need for research in all aspects of the Community development programme. CP.A.'s immediate requirements in terms of operational research are indicated below :—

(i) We are aware that the programme has not yet reached all the villagers effectively,—not even in those villages in which village level workers have concentrated their efforts. We would like to find out to what extent is the programme reaching the people effectively in terms of creating an understanding of the basic purpose of the programme, and their role and that of the Government respectively, in achieving this purpose. Specifically: Who knows what about the programme? Why are the others not being reached? This analysis needs to be specific and in action terms, i.e , how can the basic concepts of the programme be presented more effectively to the village people?

(ii) It will also help the C.P.A. to know what methods are proving most effective and which are not so useful. Is there any significant difference in effectiveness of particular methods when employed under different conditions, e.g., staff of varying degress of expertise in using them, amount of prior and/or supplemental effort made, educational and other social and economic characteristics of the villagers themselves, etc.

(iii) We know that there are wide variations among States and among projects in the same State and in the rate of visible progress towards specific objectives. This is abundantly clear from our own periodical progress reports. We are also reasonably certain that there are wide variations among different economic and social groups within the same project, in the extent of adoption of improved practices in agriculture, animal husbandry, health, sanitation etc. which are being recommended for them and their participation in village improvement activities. Why do these differences occur and what can be done to break the barriers, so to say, in the matter of acceptance of measures intended for their own welfare ?

Specifically, we would like to know what percentage of the village people, whom a given practice is designed to serve, know that the practice is being recommended. For those who know about the practice, the analysis should then indicate how they came to know about it, what did they do about it and what satisfaction and result they had after adopting the practice. For those

who have not heard about the recommended practice, we want to know what went wrong with the system and channel of communication. Finally, for those who have heard about the practice but not followed it, we urgently need to know the reason for it. Is it because the recommendation did not fit in with the individual's particular situation, or was there something in the economy or the culture of the individual or the group which blocked acceptance of the recommendation. This type of analysis must also be specific, yet the results capable of generalization as far as possible. In short, we want guidance as to what weak spots to look for, how to identify them and, having done that, how to overcome the obstacles. Generalized statements are not particularly helpful guides to administrative action, since they lack precision and analytical content which are so essential for programme planning.

(iv) Efforts are being made in certain quarters for the rapid achievement of physical results often at the expense of furthering the broader objectives of the Community development programme. Participation in project activities attained by pressure rather than stimulation and education of the individual villagers to the need for, and the benefits to be derived from, his participation in the respective activities is of very doubtful value. Particular attention needs to be given to the way in which village level workers and others of the project staff work with villagers in analysing differences among Projects in the rate of progress towards achievement of specific objectives.

(v) Another major field in which we seek guidance is in analysing the implications of specific project activities to the welfare of village people and the nation at large. We need the best possible estimates of how the benefits derived from the Community development and N.E S. programme compare with costs, both monetary and real. To be most helpful, this phase of research should also indicate how the benefits and costs are shared by different economic and social groups in the village within the project.

5. The lines of research indicated above are only illustrative of the vast field that lies ahead for the research workers to delve into, if they wish to. The community development and N.E.S. programme is an ever-expanding, dynamic, programme. New problems of various types demanding solution will undoubtedly occur in course of implementation of the programme. The administrative agency directly concerned with implementation is not the appropriate agency for carrying out the type of analytical research needed and explained above. What is required for this purpose is an independent research-cum-evaluation agency,—independent of the administrative authorities so that it can express its opinion fully and frankly.

6. It is true that the Programme Evaluation Organisation was set up by the Planning Commission as a unit independent of the Community Projects Administration to evaluate the work relating to the community development programme. A review of the work done so far by the Evaluation Organisation would lead one to the conclusion that it has functioned primarily as a current commentator on the programme. It has not been able, for various reasons, to carry out original research of the type needed for programme planning and operation. It must be said in fairness to the Evaluation Organisation that it is, perhaps, not in a position to do this type of work. For the P.E.O. to suggest particular methods and techniques would mean that the Organisation will tend to have a wested interest in a particular line of thinking and will necessarily suffer in objectivity to that extent.

7. The Universities and Colleges, staffed as they are with specialists in many fields of knowledge, seem to be specially suited to undertake analytical research in problems of the type disscussed above. The Universities may be associated with the work of the community projects in the following manner :—

(i) They can be entrusted with the task of actually managing some Development Block in the vicinity of the University areas. This will mean independent implementation of the community development programme by the Universities;

(ii) The Universities need not necessarily assume direct responsibility for the actual running of Blocks but may be closely associated with their work somewhat on the basis of the arrangement already made with the Vishwabharati at Shantinekatan. The Universities located in rural or semi-rural areas, like Banaras, Annamalai and Anand would appear specially suited for this type of arrangement. The State Government concerned could constitute a Block Advisory Committee consisting of representatives of the University and others. In the actual implementation of the work of the Block the faculties of Agriculture, Medicine, Education, Engineering etc. should be closely associated. If there is a faculty of Social Welfare that should also be associated with the work. To acilitate the participation of the Universities in the activities under the programme, we may adopt the practice of attaching a Development Block in the vicinity of those Universities which may be interested in undertaking field research in the project areas. The Universities will be allowed to treat the Blocks as field laboratories for research work. The 5 Agricultural Colleges in India having Extension Wings attached to them can certainly participate in agricultural extension work in Development Blocks situated at a convenient distance from the Colleges. Likewise,

Medical College like the Vellore Medical Colleges of Madras could conveniently be used in a similar manner.

(iii) On the analogy of the work which is being done by the Programme Research Committee set up by the Planning Commission, C.P.A. on its own may, perhaps, start an experiment of remitting field research problems to research workers in Universities. For example, a useful subject for research will be the effect of the health programme of the economic well-being of the villagers. For this purpose, we can select a Block where intensive health work has been carried on for sometime like the Singur area in West Bengal.

8. It is for the Universities and similar institutions to indicate.

(a) if they are interested in participating in the work of the community development programme; and

b) if so, in what manner.

Item VII (e) Small Savings

(Note prepared by the National Savings Commissioner for India)

Introductory

The Small Savings Scheme was launched in October, 1943 during the peak period of the Second World War, with the following objectives :—

(i) To check inflation

(ii) To borrow money from the class of people who generally do not subscribe to Government Loans and thus to add to the funds available for the prosecution of the war.

With the cessation of hostilities, the Scheme suffered some set-back, but with the attainment of Independence, and in the contaxt particularly of the need for funds for development plans of the country, this Scheme acquired a new significance, and on the eve of the launching of the first Five-Year Plan, once again, as it were, came into its own.

The National Savings Organisation

The National Savings Organisation now covers the entire country except the State of Mysore (which still remains outside its orbit) and the NEFA as also Manipur and Tripura States. The National Savings Commissioner with his office at Simla is the Head of the Organisation, which has 14 Regional offices, each functioning under a Regional National Savings Officer. The R.N.S.O. is assisted by A.N.S. Os who are in charge of a group of Districts corresponding to a Revenue Commissioner's Division. There is a District Organiser for each District and we have some Lady Organisers also. A list of the Regional Offices is appended to this note.

In addition to the field staff mentioned above the National Savings Organisation utilises the services of non-official men and women who work on commission basis ($1\frac{1}{4}$ per cent) for the sale of National Savings Certificates and 10-Year National Plan Certificates.

Investments Offered

2. The following investments are offered to the small-savers under the Scheme :—

(a) 12-Year and 7-Year National Savings Certificates.

(b) 10-Year National Plan Certificates.

(c) 10-Year Treasury Savings Deposit Certificates.

(d) 15-Year Annuity Certificates, and

(e) Post Office Savings Bank Accounts.

(a) **National Savings Certificates** :—These are available in denominations of Rs. 5, 10, 50, 100, 500 (this denomination is not available in the 7-Year series) 1,000 and 5,000. A limit of Rs. 25,000 including holdings, if any, of Post Office Cash Certificates and 5-Year National Savings Certificates (since discontinued) has been prescribed as the maximum individul holding and Rs. 50,000 for two joint investors. For the really small investor who may be in a position to save a few annas at a time, National Savings Stamps of annas four, annas eight and Rupee one are available. These can be exchanged for National Savings Certificates/National Plan Certificates, when the requisite number of stamps for buying one of these Certificates have been collected.

On maturity the 12-Year National Savings Certificate yields 4-1/6 % per annum and the 7-Year Certificate 3½% per annum. The 12-Year Certificate is encashable after 18 months from the date of issue (12 months in the case of Rs. 5 Certificate). There is no lock-up period for the 7-Year Certificates.

(b) **10-Year National Plan Certificates**—These certificates were issued in May 1954 and are governed by Post Office National Savings Certificate Rules. They are available in denominations of Rs, 5, 10, 25, 50, 100 and 500. In view of the high rate of interest they offer (namely 4½ % per annum at maturity), the sale of these Certificates is restricted to individuals only. One adult can invest up to Rs. 2,500 and two adults jointly up to Rs. 5,000/-. The Certificates may be encashed after 12 months from the date of issue.

(c) **10-Year Treasury Savings Deposit Certificates** :—This Certificate is for the benefit of those who want to keep their capital intact for some years and wish to draw a regular annual income there from. Deposits are accepted in multiples of Rs. 100 upto Rs. 25,000 for an individual and Rs. 50,000 for two adults jointly.

These Certificates offer interest at 3½% per annum. They can be encashed after 12 months from the date of issue, subject to a small discount which comes out of the interest earned. The capital remains intact.

(d) **15-Year Annuity Certificates** :—This is an ideal scheme for those who desire to invest their accumulated savings so as to obtain a regular monthly income for themselves and their dependents. The amount invested in these Certificates is refunded, together with compound interest at about 3½ % per annum, by way of monthly Payments spread over a period of 15 years.

Issue prices are Rs. 3,500, Rs. 7,000 Rs. 14,000 and Rs. 28,000, securing to the holder a monthly payment of Rs 25, Rs. 50, Rs. 100 and Rs. 200/- respectively, for a period of fifteen years. The monthly payment commences after the expiry of one calendar month from the date of investment.

Investment limits are Rs. 28,000 for an adult and Rs. 56,000 for two adults jointly.

The interest on all the aforementioned securities is *free of Income-tax.* Limits for investments for minors are the same as for individul holders. National Savings and National Plan Certificates are available at all Post Offices doing Savings Bank work while the Treasury Savings and Annuity Certificates are available at the Public Debt Offices of the Reserve Bank of India, branches of the State Bank of India, Treasuries, etc.

(e) **Post Office Savings Bank**—Investment in the Post Office Savings Bank is very suitable for those who, in order to meet unforeseen demands, want to have the facility of being able to draw on their principal and acrued interest at any time. Any adult can open a Post Office Savings Bank account in his or her name. An account can also be opened on behalf of a minor* by his guardian or by two adults jointly.

Interest is paid at the rate of 2% p.a. on balances from Rs. 25/- upto Rs. 10,000 (Rs. 20,000/- in the case of joint accounts) and at 1½% p.a. on balances above Rs. 10,000/- (Rs. 20,000/- in the case of joint accounts). The interest is free of Income-tax.

Progress of the Scheme During the First Five-Year Plan

As the following figures will show, the Small Savings Scheme recorded steady progress during the first four years of the First Five-Year Plan :—

Year	Net Collections
1951-52	38.5 crores.
1952-53	40.5 crores.
1953-54	39.2 crores.
1954-55	55.3 crores.

S.S. collections during the financial year 1955-56 are expected to be a little over Rs. 60 crores.

Thus, except for the year 1953-54 when the collections recorded a small decrease over the previous year's collections, the above figures show a gradual upward trend, and as against a target of Rs. 225 crores fixed for Small-Savings during the First Plan period, the National Savings Organisation expects to collect Rs. 235 crores approximately, surpassing the target by Rs. 10 crores. This progress holds out a promise of satisfactory results in the 2nd Plan period, for which our target has been doubled.

Measures taken to intensify the Small Savings Scheme

(a) The General Authorised Agency System introduced in January 1954 has been progressing steadily. The total number of Authorised Agents throughout India under this system now stands at about 16,000. This system is intended primarily to tap the savings of the urban population.

(b) The Extra-Departmental Branch Postmasters' Authorised Agency Scheme introduced in 1952 for tapping rural savings has not yet been able to make much headway. The total number of Authorised Agents under this Scheme is about 650—more than 70% being in the Punjab.

(c) Other schemes to tap rural savings have been introduced in the States of West Bengal, Madhya Bharat, Madhya Pradesh, Saurashtra, Cutch, etc. The introduction of these schemes in other states is under way.

Net collections under the various rural agency schemes upto October 1955 amounted to Rs. 81,03,922/-. The number of agents working under rural agency schemes is 15,872.

(d) States Savings Advisory Committees have already been set up in the States of Rajasthan, Madhya Bharat, Madhya Pradesh, Andhra, Hyderabad and Assam. In the remaining States such committees are likely to be formed shortly. The functions of these committees are :—

(i) to watch the progress of the Small Savings Scheme in the State,

(ii) to advise the State Government on matters relating to the Scheme, and

(iii) to suggest ways and means of popularising Small-Savings Scheme investments and improving collections.

The State Governments are also being persuaded to form District Savings Committees.

To secure coordination of effort, the State Governments were requested to set up their own Small-Savings Directorates.

The formula for sharing the States of S.S. collections was recently revised in order to provide greater incentive to State Governments to mobilize their agencies in the Districts for small-savings work.

(e) A Scheme to utilize the services of women for mobilization of Small-Savings has also been working experimentally for the last two years. This is the Women's Savings Campaign. Under this Campaign, about 170 Social Service Organisation have taken up agency work for sale of 12-Year National Savings and 10-Year National Plan Certificates.

(f) Greater attention is now being paid to audio-visual publicity in the rural areas. For this purpose, the co-operation of the State Government Publicity Directorates and of the Community Project Administration will be availed of in larger measure. Also, steps are being taken substantially to increase small savings publicity through larger coverage in newspapers and production of millions of small leaflets which will reach every section of the community and will, in course of time, make small-savings a house-hold word

(g) Greater attention is now being paid to the social workers mobilisation of Small-Savings through formation of Savings Group in offices, industrial establishment, mills, factories, etc. A Scheme for the appointment of 'Internal' Agents in offices and establishments has been drawn up for this purpose and is under consideration of the Finance Ministry.

(h) Efforts to secure the formation of Savings Groups in educational Institutions are being made and the State Governments are being requested to include 'Small Savings' as a subject for study in the school text books.

(i) It is proposed to start from this year a drive for recruitment of 'new savers' who will pledge to save regularly throughout the year a certain sum according to their means.

How the Development Commissioners can help ?

Small Savings work forms an important part of the development programme and it will be appreciated if the Development Departments of the State Governments take more active interest in our work. The following are suggested as some of the ways in which such assistance can be rendered:—

(i) The Community Development and National Extension Service Workers should be trained for Small-Savings work. A general curriculum for their training is suggested in the enclosed note.

(ii) Small-Savings Day should be observed in all parts of India during the National Savings Fortnight celebrated by our Organisation.

(iii) We are making arrangements through the Director of Advertising and Visual Publicity for distribution of small-savings publicity material to all Community Projects Centres. It is hoped that this will enable these Centres to carry the message of Small-Savings Scheme to all villages. If, later, it is considered necessary to produce special publicity material for use by Community Project Workers, we will be glad to consider this on receipt of suggestions from Development Commissioners.

(iv) The District Organisers of the Small-Savings Scheme will be asked to maintain close liaison with Community Development and National

Extension Service workers. The Development Commissioners may on their part issue similar instructions to their staff.

(v) Gram Panchayats may be encouraged by the workers to take up agencies under the Rural Agency Schemes.

The importance of National Savings.

To trace the beginnings of the National Savings Movement, one has to go back to the end of the 18th century, when much thought was given to social problems, and in particular to the social promblems of the poorer classes—the most prominent among their needs that was stressed being the need of making some provision for old age.

The beginnings of the National Savings Movement had thus their roots not in any economic theories, such as the consequences of savings for capital formation, or the relationship of savings to full employment etc. but in social benefits which accrued from wise spending and wise saving. And it is most important for all of us to remember that "Savings" in its broader aspect, is a part of "Citizenship" and that the habit of saving leads directly to national well-being. Viewed thus, it becomes the bounden duty of all those who understand the importance of National Savings to preach this gospel to those who do not know about it.

2. During the 1st world war, the National Savings Movement got a great momentum, when it was explained to the public by their leaders in European countries, not only how individual spending mattered to the nation, but also why during times of any national endeavour, it was better to lend than to spend. It was at that time that the foundations were laid in Europe of that wonderful voluntary organisation of "Savings Groups" which helped people of small means to save of their own free will by making, of course, a very conscious effort to save and to lend those savings to the country. These Savings Groups comprised of a varying number of voluntary savers who helped themselves by wise spending and at the same time helped the nation by freely lending these savings to Government. Each Saving Group thus became the growing point of this national movement. Even to-day the base on which the structure of the National Savings Movement rests in Europe and America, is made up of these Savings Group—run in places of employment, in schools, streets, villages and various units of the armed forces, by a band of Honorary Social Workers, who bring a sort of missionary zeal to their work.

3. In India during the first world war, while people were encouraged to help the war effort by buying war bonds and in other ways by lending money to Government, no National Savings Movement, as such (with the long range objective of teaching Indians the virtue of wise spending) was

launched in the country, and no effort, worth the name, was made to form Savings Groups of small savers on the lines of the very laudable voluntary effort which was being put in this direction in England. Even during the second world war, when a National Savings Organisation was set up, and a National Savings Commissioner for India appointed, nearly all the energies of the organisation were concentrated on the sale of Government scrips like the National Savings Certificates. The educative aspect of savings (with its emphasis on personal happiness on the one hand, as a result of well-planned spending, and the common national good on the other) did not receive the emphasis that it deserved. Thus the most important aspect of this Nation building work continued to be ignored. This aspect of National Savings is now beginning to receive its due attention.

4. Most of you have, no doubt, read the recent resolution on 'Savings' passed at the All India Congress session at Amritsar. A lead has thus been given by our leaders, who have stressed the paramount part which the Small savings of millions of Indians have to play in the development of our country. It would be superfluous for me to repeat what has so ably been put before the country in the resolution moved by Shri S. K. Patil and seconded by Mrs. Indira Gandhi.

The framers of the second 5-Year Plan expect to raise a sum of Rs. 500 crores through small-savings during the second Plan period. This really works out to annas four per mensem per head of our population. I concede that there are many of our unfortunate brothers and sisters who cannot hope to save even that small sum of money. Let those who are more happily placed in life save on their behalf. Let us determine not to fail in this modest target that has been set for Small Savings by our planners.

5. The aim of Government in most countries today is a more equitable distribution of wealth. As time goes on, therefore, all over the world there may be fewer left of the very rich. In the past vast fortunes had been saved by some lucky ones, which in most cases were left in tact for many generations and on the yield of which the family estates used to be carried on. The place of these fabulously rich will have to be taken by millions of common citizens—individuals of modest means with their modest savings, wisely invested through the agency of their democractic Governments.

Our Government is committed to the attainment of a socialistic pattern of society. I wish to point out that the attainment of this laudable objective would not be without its repurcussions on the total savings in the country. A more equal distribution of income would tend to reduce the level of savings, for past experience indicates that the poorer people save a smaller proportion of their income than those who are more wealthy. At the same time, our Government is pledged to a vast programme of development which would necessitate maintaining capital investments at a higher level. We thus face

something of a paradox. While on the one hand, the more equitable distribution of wealth in itself might tend to reduce the level of savings, on the other, we not only will have to maintain but also to increase the existing level of our capital investments, engaged as we are, to use the words of our Prime Minister, "in a vast enterprise of building a New India"! And the escape out of this paradox lies in the realization by each one of us of the need for greater personal savings.

6. The disposition to save is determined by (i) the size of the income and (ii) by psychological and traditional factors. And while the size of the incomes is in the process of undergoing a big change, the psychological and traditional factors may not change so quickly. Luckily we in India are traditionally a savinglot. Every one saves for some purpose or other, be it the children's education or marriage or their future, or be it the building of a family home, or provision for old age, most people put by some savings regularly and conscientiously. And whether a husband saves or not, the wife invariably tries to have a small nest-egg put by, out of her modest pin money, in the shape of ornaments.

So save we all do—but do we save enough? and do we invest our saving wisely?

7. You may well ask "What a man or a woman does with his/her money is surely their own affair." Of course it is but nothing but good will come out of encouraging people to make the best use of their earnings. A person with a bit of a nest-egg behind him is better able to meet the ups and downs of life. Savings give him a security and freedom from financial worries. Further-more, he can get more out of life, and take advantage of its opportunities, buy a car, a frig, or go away for holidays, do the best for one's children and secure additional comforts for oldage. Last, yet most important perhaps, in another's troubles one who has money can afford to be generous. All told, because of his happier circumstances a saver becomes a better citizen. And on top of it all, the value of one's savings goes further than these advantages to the individual Savings are essential for national development.

8. As time goes on, our savers will more and more be people of modest means whose savings will usually be spent within their life time. The wealthy saver of the past saved so that he and his children might live on the consequential income. Often he kept his capital in tact. The saver of tomorrow can never hope to be able to do this. He will save, and in due course, will spend his accumulated savings in his old age. Thus some years hence the savings picture in the country would be of some people saving out of their current income, and others dissaving and spending what they had accumulated in the past. The level of new savings in future would, therefore, have to be high enough to offset this dissaving and to provide for new capital investments in addition

This will become all the more significant if and when, as a consequence of better standards of public amenities, our population begins to live longer.

9. And that explains why all of us will have to save more in the future and to be able to do so, we will have to make a conscious effort to avoid all wasteful expenditure. Once again before us we will have to keep that old-saying always in mind, which taught that "a man is rich in proportion to the number of things that he can do without". With simpler living will come a fuller and richer life not only for some but for most of our good people.

LIST OF REGIONAL NATIONAL SAVINGS OFFICERS.

1. Shri M. N. Samadar,
Regional National Savings Officer,
Hindustan Buildings, Ist Floor, Chittranjan Avenue,
Calcutta.

2. Shri V. N. Patil,
Regional National Savings Officer, Sapt Building,
4th Floor, Ballard Estate, Graham Road,
Bombay—1.

3. Shri T. K. Purkayastha,
Regional National Savings Officer,
Shillong.

4. Shri R. S. Naidu,
Regional National Savings Officer,
Ramakrishna Niwas, Temple Mayo Cross Road, Civil Lines,
Nagpur.

5. Shri Lachmi Narain Mathur,
Regional National Savings Officer,
Old Mission College Building, Kashmiri Gate,
Delhi.

6. Shri G. Ramachandran,
Deputy Regional National Savings Officer,
10, Smith Road, Mount Road,
Madras—2.

7. Shri S. Mookerjee,
Regional National Savings Officer, Orissa, Secretariat,
Cuttack.

8. Shri Lal Singh Sandhu,
Regional National Savings Officer, 602-Model Town,
Jullunder City.

9. Shri N. K. Misra,
Deputy Regional National Savings Officer,
Halwasia Court, Hazratganj,
Lucknow.

10. Shri J. N. Sahu,
Regional National Savings Officer, Sikandar Manzil, Fraser Road,
Mazhar-ul-Haque Path,
Patna.

11. Shri S. K. Mathur,
Regional National Savings Officer, Kishore Bhawan,
New Colony, Jaipur.

12. Shri J. L. Bhargava,
Regional National Savings Officer,
Residency, G.P.O., Indore.

13. Shri Abdul Haque Siddiqi,
Regional National Savings Officer,
Secretariat Buildings, Finance Department,
Hyderabad (Deccan).

14. Shri E. Jagannathachari,
Regional National Savings Officer,
Siva Niwas, Governorpet, Vijayada—2.

CURRICULUM FOR TRAINING THE COMMUNITY DEVELOPMENT AND NATIONAL EXTENSION SERVICE WORKERS IN THRIFT IN SMALL SAVINGS

I. VARIOUS ASPECTS OF VALUE OF SAVINGS & THRIFT.

(1) **Necessity of thrift and Saving.**

(1) **Moral and Ethical basis**—A determination to save regularly shows character of man; self denial; rising above temptations; cutting one's coat according to cloth.

(2) **Practical and worldly aspect**—Money may not be everything but is certainly something very important for the material contentment of life : Saving backs up your life and gives you confidence to do your job well.

(3) **Social aspect**—To fulfil social obligations a wise man plans his future carefully and makes an intelligent note of his likely liabilities. A person with less foresight gets bewildered when he is required to incur expenses on marriages etc. and often runs into debts. A person who has his savings to fall back upon enjoys the respect of others and a higher status in society.

(4) **For citizenship**—Fears and anxieties of losing one's job, facing starvation and unemployment make for weak, citizens, who are inclined to be suckers. On the other hand, citizens who have the backing of their savings can exercise their rights and perform their duties in a democracy fearlessly boldly and with integrity.

(5) **Economic object**—There are times when lending is more important than spending, as for instance, in times of National endeavour, such as War, Planning etc. Saving, as a regular part of family budget, leads to a habit which will help bringing prosperity in the long run. For the Nation, increasing volume of small savings of common men and women to finance development is as valuable, if not more, as the big savings of a few wealthy people.

(6) **Helps Socialistic pattern**—As common men and women become partners in financing development, they become co-sharers in India's future while taking a hand in sharing their own destiny. The country's development does not, in that event, depend on the mercy of a few capitalists. At the rate of 1 Rupee per head per month, 36 crores a month or 432 crores a year can be secured in small Savings. This is the miracle of saving if all join the Campaign : We all must. National Savings is

way for citizens to help themselves by helping the Nation—It is a National Duty and a patriotic obligation.

II. NATIONAL SAVINGS IS A PART OF SOCIAL EDUCATION.

(1) To make better citizens and to teach them economic strength people must save in their own interest and in the interest of the Nation.

(2) Over-spending while one is earning is a curse: Wasteful habits in villages destroy National wealth; expenditure on big feasts even by contracting loans is a sin when every pie is needed for National construction.

(3) Habit of Hoarding money in gold and silver is ruinous as it is vulnerable to thieves, cheats and robbers: The money invested in gold and silver also remains unproductive and, therefore, of no material use to the country. The amount put in ornaments goes on decreasing in value. Ornaments are lost or invite attacks on women and children. The result is misery and ruin

(4) **Education in Savings**—People must (a) learn to *save* (b) invest in *State Govt. Schemes* (c) Realize the importance of their saving—for their own needs, for their children and for their country.

(5) **Developing the outlook**—That his few rupees have a share in National Development, that he is a partner in building the Nation, that the Nation honours his few rupees as much as the millions from a few rich people—that is a social education which broadens a person's outlook. Saving habit for the National cause makes one a useful citizen and trains him/her even if he/she be illiterate to play his/her rightful role in the country's development.

Thus a saver no longer remains an unimportant, neglected and indifferent citizen of India, but becomes an active, intelligent and an important participant in the onward march of the Nation. If persued with zeal and missionary spirit, education in small Savings will give a concrete and solid base for social education a practical lesson in citizenship. If Social Organisers succeed in making the villager interested in the real utility of small Savings, it will be a big achievement. Any one who saves his/her money and invests it with the State for a temporary period is not only useful to his/her family but is an intelligent and helpful citizen of society.

(A note in connection with Agenda Item VII (e) Small Savings Drive)

A brief note showing the steps taken to step up investments and indicating also how the State Development Commissioners in particular and the State Governments in general, can be of special help to the Small Savings Movement.

(Prepared by the National Savings Committee for India)

(i) The target for the Small Savings Scheme under the Second Five-Year Plan has been raised to Rs. 500 crores. This has necessitated an alround intensification of efforts.

On the organisational side, a proposal to increase the field staff is under active consideration. The present strength of Assistant National Savings Officers is 42. This will now be increased to 50. The number of District Organisers will also be increased in the near future from 360 to 411. Even after the field staff is augmented as above, it would still be difficult to work the scheme intensively in the rural areas. Our field staff can only address public meetings, contact important officials and non-officials and do other publicity and propaganda work. For personal contacts with the massess, however, we must depend on other agencies and this is where co-operation of the State Government officials and the Community Projects Administration in particular is of paramount importance for our work.

(ii) Instructions have been and are constantly issued from the Central Office to the field staff to realise their greater responsibilities in view of the increased target for the Second Plan period. All the Regional National Savings Officers have been instructed to fix targets for each District Organiser. A method has also been devised by which a constant check on the work of District Organisers is maintained at higher levels. The work of new recruits is closely watched and Regional National Savings Officers are required to submit quarterly reports on their work. The services of those found deficient are promptly dispensed with.

Co-operation of the State Governments.

(iii) (a) **What has been done.**

In some of the States either a separate Directorate has been set up or a Special Officer has been appointed by the State Governments to attend to Small Savings work.

2. Small Savings Committee have already been formed in many states.

(iii) (b) Such co-operation can manifest itself in various ways, such as :—

(a) Assisting our Regional National Savings Officers in finding suitable accommodation for their offices as also for Assistant National Savings Officers and District Organisers.

(b) Nominating important Heads of Departments on the State Savings Advisory Committees such as the Director of Information, Director of Industries, Registrar of Co-operative Societies, D.P.I. etc. As many Ministers as possible holding portfolios of Development, Publicity, Education, Industries and Co-operation may also be included in these Committees.

(c) Workers of the Development Departments upto the village leve should be told to take interest in Small-Savings Scheme. The village workers should particularly be trained for our propaganda and for co-relating their development work with our work. Heads of Departments should, during their inspections, ascertain the extent of work which their subordinates are doing for the small-savings Scheme. They should be told that good work for the S.S.S. will be rewarded by suitable entries in their Service Books, Character Rolls, etc. Establishment of close liaison between officials of the Development departments upto the District level and the District Organisers of the National Savings Deptt. is also very important.

Special schemes to promote Small-Savings Scheme in rural areas have been started such as (1) E.D.B.P.M. Agency Scheme, (2) The Gram Panchayat Agency Scheme and the (3) Primary Teachers' Agency Scheme. It will be helpful to our organisation if officials and workers of the Development Department persuade influential persons eligible for appointment as authorised agents under these schemes to take up agencies and assist in this nation-building work.

(iv) **Publicity.** — (a) In the past our publicity efforts were limited chiefly to the production of a few posters, folders and leaflets etc. It is obvious that in order to reach a much larger section of the people, our publicity has to be intensified and supported by propaganda also. The latter is more important and we are considering the production of visual publicity aids such as Magic Lantern Slides, cinema slides, films, and attractive exhibits for display in exhibitions etc. We have to reach the villagers and, therefore, the use of publicity vans of the State Governments will be necessary. We presume that apart from the vans available with the State Directors of Publicity, the Development Departments have also their own jeeps and vans. If possible, our field staff should be allowed to use these jeeps and one way to do so, without incurring extra expenditure, would be for District Organisers

to be asked to join a touring party of the Community Projects Administration on their visits to rural areas.

(b) The programme of the Films Division of the Information and Broadcasting Ministry for the current year provides for the production of some short films, each of one minute's duration. The Directors of Publicity (or Home Departments) of the State Governments may help us in exhibiting these films and also cinema slides free of charge in all cinemas.

(c) Very often exhibitions under the Second Five-Year Plan are organised by the Development and other Departments of the State Governments. Free stalls and other facilities may be provided for National Savings Organisation in these exhibitions.

(d) Free advertising in State Gazettes and other State Government's publications may also be arranged.

(e) All workers of the Development Departments and Community Project Areas should observe a Savings Fortnight every year.

(f) Our publicity programme for the current year provides for the following:—

1. Press Campaign.
2. Folders.
3. Posters.
4. Women's Savings Campaign Publicity material, (Posters, folders, booklets, slides etc.)
5. S.S.S. Journal.
6. Savings Boxes.
7. (a) Plastic cases for Gift coupons,
   (b) Art paper envelopes for Gift.
8. Commendatory letters.
9. Savings Cards.
10. Foot rulers.
11. Book marks.
12. Cinema and Magic Lantern Slides.
13. Exhibitions.
14. Hoardings.
15. Enamel Boards for Railway Stations.
16. Glow Signs.
17. Prizes and payment for designs.
18. Display or boards in transport buses.
19. Calendars.

Arrangements for distribution of this material through the Community Projects Administration are being made by us through the Director of Advertising and Visual Publicity.

(g) The National Savings Organisation has under consideration the introduction of one or two more schemes; one is, the 'Gift Coupon Scheme' under which it will be possible for presents being made on ceremonial occasions in the shape of National Plan/Savings Certificates. This Scheme, when introduced, will need the backing of intensive publicity and State Governments may specially bring this scheme to the notice of the people by requesting local press to write on and about the same.

(h) We have been trying for sometime to conduct a critical survey of the various income groups from which investments in the Small Savings Scrips come. This survey is still in progress. We propose thereafter to do special publicity among various income groups in the light of the results thrown up by this survey. Copies of our detailed survey and the steps we propose to take to intensify our efforts among the various income groups will be sent to Development Commissioners for their study in due course. The Regional National Savings Officer, Rajasthan, has produced a pamphlet and a leaflet in Hindi for the use of village level workers. Similar pamphlets will be produced in other States if the Development Commissioners feel that they will be helpful.

(i) Our propaganda among the student community is at present conspicuous by its absence. Village workers and others engaged on such work can be of great assistance in organising meetings of students, talking to them about the importance of savings, forming Savings Groups etc. The Groups thus formed may be handed over to the school teachers. The D.P.I. may issue suitable circulars emphasizing the importance of the Small Savings Scheme and requesting Primary and Secondary Teachers to take active part in fosterin these groups in their schools. Prizes to students should be given in the shape of National Plan/National Savings Certificates. Similarly various prizes announced by the State Governments to agriculturists should also be given in the shape of National Plan/ Savings Certificates.

Government of India
Directorate-General of Resettlement & Employment
Ministry of Labour.

Item VII (f) Employment under the Second Five-Year Plan Supply of Manpower.

The vast increase in expenditure under the Second Five-Year Plan will undoubtedly create many more jobs. The Plan will also require many trained persons and there can be little doubt that the present supply of technically trained manpower will fall far short of the demand. An important problem which needs to be vigorously tackled is the persistent tendency on the part of educated youngmen and women to cling to out-moded ideas as to what is a "respectable" job of work. Even in the light of the country's known need for technical manpower and craftsmen, the clamour for white-collar jobs persists. There are signs that this is breaking down but steady efforts will have to be made until the white-collar mentality has been eliminated.

To stimulate the diversion of educated persons from clerical to non-clerical posts, the Ministry of Labour in close collaboration with the Ministry of Education is producing *Careers Pamphlets* which, it is hoped, will attract the attention of educated persons and divert them from hopelessly inadequate clerical job opportunities to the sort of jobs which are occuring under the Second Five-Year Plan. Fortysix such Pamphlets are under preparation. Some of them, it is hoped will help to meet the special requirements of Community Projects Administration and the Extension Service. One of these is a pamphlet on "The Gram Sevaka". These pamphlets in English and Hindi will be accessible to the public at Employment Exchanges and will also be on sale by the Manager of Government Publications at the very nominal price of one anna. Additional information about each Career will be accessible to enquirers at all Employment Exchanges and from Vacational Guidance Centres and Careers Masters throughout the country. This brief note is to draw the attention of Development Commissioners to this activity.

The present rate of increase in population is throwing into the employment market nearly two million frest applicants for jobs every year. The Second Five-Year Plan and in particular the activities in the Community Projects Administration and Extension Services will undoubtedly relieve the employment problem to some extent. This opportunity is taken to remind Development Commissioners that from the point of view of the public an Employment Exchange is the one place where a job-seeker can go for assistance. The number of persistent registrants at Employment Exchanges has steadily increased from an average Live Register of 3½ lakhs to 7 lakhs during the last five years. The turn-over is a lakh and a half registrants a month. It will

thus be seen that Employment Exchanges have become a focal point of the unemployed public; a place where they can go to Government and indicate their need for employment assistance. They have come to expect that at that place they will come to know about jobs being created under the Five-Year Plan. It is to be hoped therefore that when training or job vacancies arising from the Second Five-Year Plan occur they will become accessible at Exchanges to the patiently waiting registered unemployed public. The arrangement has the added advantage of bringing out by statistical analysis something of the impact on unemployment of the Second Five-Year Plan.

Sd/-

(H. Davenport)

Director of Employment Exchanges.

Part III

Annexures

FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE, NAINITAL

(May. 5-7,1956)

PROGRAMME

May 5, 1956

11 A.M. **Plenary Session.**

(i) Prime Minister's message.

(ii) Inaugural address by Chief Minister, Uttar Pradesh.

(iii) Address by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission. (to be read by Shri S. N. Mishra, Deputy Minister of Planning).

(iv) Administrator's Report to the Development Commissioners.

(v) Announcements by Shri Govind Narain, Development Commissioner, Uttar Pradesh.

(vi) Finalisation of the Agenda and the constitution of Sub-Committees.

1 P.M. Lunch.

3 P.M. Meetings of the Sub-Committees.

Sub-Committee	Agenda Item No.	Subject
I	3(a) to 3(f)	Programme Planning
II	2(a)	Cottage Industries
	2(b)	Co-operation
III	2(c)	Agriculture
	2(d)	Medical & Public Health
	2(f)	Housing
	2(h)	Irrigation
	2(e)	Social Education
V	7(a)	Information & Public Relations.

(N.B. Sub-Committees II, III & IV should also consider the note on "Synchronized Promotion of Seasonal Activities" (already circulated).

8 P.M. Dinner by Chief Minister, U.P.

9-15 P.M. Variety Entertainment.

May 6-1956

10 A.M. Plenary Session to consider reports of Sub-Committees Nos. I to V.

1 P.M. Lunch.

3 P.M. Meetings of the Sub-Committees.

Sub-Committee	Agenda item No.	Subject
VI	4(a) & 4(b)	Training.
VII	5(a) to 5(e)	People's Programme
	1(iii)	Evaluation Report.
VIII	6(a) to 6(e)	Administration
	7(d)	Small Savings
	2(g)	Supplies.
IX	6(f)	Administrative Intelligence
	7(b)	(Research on Community Development.
	&	(Also Assocn. of Univs. etc.)
	4(b)(iii)	(Apprenticeship for college Students.
	7(c)	Sample Surveys.
X	3(f)	Programme for Tribal Areas.

5-30 P.M. At Home by the Municipal Committee, Nainital.

9-15 P.M. Variety entertainment.

May 7, 1956

10 A.M. Plenary Session to consider reports of Sub-Committees Nos. VI to X.

1 P.M. Lunch.

3 P.M. **Plenary Session**

(i) Miscellaneous items, if any.

(ii) Concluding remarks by Administrator, Community Projects Administration.

8 P.M. Dinner by Administrator, C.P.A., at the Boat House Club.

Composition of Sub-Committee No VI to consider agenda item Nos :—

IV (a) and IV (b)—Training

Chairman—Shri K. Radhakrishnan, I.C.S., Principal, I.A.S. Training School.

S. No.	State/Ministry etc.	Name
1	Punjab	Shri E. N. Mangat Rai
2	Uttar Pradesh	Shri S. Dikshit
3	"	Shri R. S. Johri
4	"	Shri M. S. Haq.
5	West Bengal	Shri H. Das Gupta
6	"	Shri Bandopadyay
7	"	Shri C. C. Bose
8	Madras	Shri Suleman
9	Bombay	Shri S. P. Mohite
10	Mysore	Shri Tipperudriah
11	Rajasthan	Shri Sampat Mal Bhandari
12	"	Shri K. L. Baraya
13	Ajmer	Shri A. Sen
14	Himachal Pradesh	Shri K. N. Channa
15	Kutch	Shri B. G. Khabade
16	Tripura	Shri G. H. Adirajaiya
17	Vindhya Pradesh	Shri M. P. Singh
18	Bhopal	Col. B. M. Vencoba Rao
19	Min. of F & A.	Shri M. S. Randhawa
20	"	Dr. Kalamkar
20 A	"	Shri S. C. Roy
21	Min. of I. & B.	Shri K. A. Iyer
22	"	Shri U. S. Mohan Rao
23	Min. of Education	Shri Sohan Singh
24	All India Handloom Board.	Shri P. Sabanayagam
25	,,	Shri R. Srivivasan
26	Reserve Bank of India	Shri Ryan
27	"	Shri Rao
28	C.P.A.	Shri G. F. Mankodi
29	"	Col. Barkat Narain
30	"	Shri Ibne Ali
31	"	Shri S. N. Tamhane
32	"	Shri T. A. Koshy
33	"	Swami Vimuktanand
34	"	Shri Sugata Das Gupta
35	"	Shri P. L. Shrimali
36	"	Shri K. G. Bhandari

FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE, NAINITAL

(May 5—7, 1956)

Composition of Sub-Committee No. I to consider Agenda item—III (a) to (f)—Programme Planning

CHAIRMAN

Shri Y. N. Sukhthanker, ICS., Secretary, Planning Commission.

S. No.	State/Ministry etc.	Name
1	Andhra	... Shri G. Simhadri
2	Assam	... Shri K. Balachandran
3	Bihar	... Shri R. S. Pande
4	,,	Shri P. N. Basu
5	Orissa	... Shri B. Mukerji
6	West Bengal	... Shri S. K. Banerjee
7	,,	... Shri C. C. Bose
8	Madras	... Shri N. E. S. Raghavachari
9	Uttar Pradesh	... Shri Govind Narain
10	,,	Shri Ram Sahay
11	,,	Shri H. D. Pradhan
12	Pepsu	... Shri R. S. Randhawa
13	Mysore	... Shri G. V. K. Rao
14	Rajasthan	... Shri Vishnu Dutt Sharma
15	Hyderabad	... Shri N. K. Guruswamy
16	Coorg	... Shri M. N. Gundu Rao
17	Kutch	... Shri H. C. Jethi
18	Pondicherry	... Shri C. S. Seshadri
19	Planning Commission	... Shri K. Mitra
20	,,	... Dr. V. Nath
21	C. S. O.	... Shri S. Subramanain
22	C. P. A.	... Shri S. K. Dey
23	,,	... Shri U. L. Goswami
24	,,	... Shri R. Jagannathan
25	,,	... Dr. S. Dhar
26	,,	... Shri Y. P. Rajput

Composition of Sub-Committee No. II to consider item Nos.—

II (a)—Cottage Industries

II (b)—Co-operation

II (i)—S.P.S.A.

Chairman—Shri E. N. Mangat Rai, ICS.,
Development Commissioner, Punjab.

S. No.	State/Ministry etc.	Name.
1	Andhra	... Shri G. S. Babu
2	Bihar	... Shri S. N. Singh
3	Orissa	... Shri A. Prakash
4	West Bengal	... Shri T. N. Bhattacharyya
5	Madras	... Shri Venkatachalapathi
6	Uttar Pradesh	... Shri S. Dikshit
7	,,	... Shri R. B. Saxena
8	,,	... Shri R. S. Johri
9	,,	... Shri Samiuddin
10	Pepsu	... Shri Amrik Singh Cheema
11	Rajasthan	... Shri A. K. Roy
12	,,	... Shri Sampat Mal Bhandari
13	Ajmer	... Shri A. Sen
14	Himachal Pradesh	... Shri A. B. Malik
15	Vindhya Pradesh	... Shri T. N. Bahel
16	Manipur	... Shri V. S. Sundaram
17	N.E.F.A.	... Shri K. D Menon
18	Bhopal	... Col. B. M. Vencoba Rao
19	Planning Commission	... Shri Jhaverbhai Patel
20	Ministry of Commerce & Industry	... Shri P. Govindan Nair
21	,,	... Shri P. Sabanayagam
22	,,	... Shri L. N. Renu
23	Ministry of F. and A.	... Shri S. T. Raja
24	Ministry of Production	... Mrs. P. Johri
25	Reserve Bank of India	... Shri J. C. Ryan
26	,,	... Shri S. N. Rao
27	Handloom Board	... Shri R. Srinivasan
28	,,	... Shri P. L. Kapadia
29	All-India Co-op Union	... Shri Shyamanandan Sahaya
30	C.P.A.	... Shri G. F. Mankodi
31	,,	... Shri P. M. Mathai
32	,,	... Shri U. C. Ghildyal

Composition of Sub-Committee No. III to consider Agenda Items—

II (c)—Agriculture,

II (d)—Medical and Public Health,

II (f)—Housing,

II (h)—Irrigation, and

II (i)—S.P.C.A.

CHAIRMAN

Shri H. Banerjee, I.C.S., Development Commissioner, West Bengal.

S. No.	State/Ministry etc.	Name
1	West Bengal	... Shri Bandopadhyaya
2	Madhya Pradesh	... Shri P. K. Dave
3	Madras	... Shri Lakshmirattan Bharathi
4	Bombay	... Shri S. P. Mohite
5	Uttar Pradesh	... Shri S. B. Singh
6	,,	... Shri P. D. Srivastava
7	,,	... Shri Bhagwant Singh
8	,,	... Shri K. N. Misra
9	,,	... Shri B. P. Saxena
10	,,	... Shri A. R. Bhatnagar
11	,,	... Shri J. N. Gupta
12	Travancore-Cochin	... Shri M. Abdussulam
13	Rajasthan	... Shri L. K. Verma
14	,,	... Shri Ram Singh Chauhan
15	Ajmer	... Shri A. P. Diwan
16	Himachal Pradesh	... Shri K. N. Channa
17	Vindhya Pradesh	... Shri M. P. Singh
18	Manipur	... Shri I. C. Mathews
19	Jammu and Kashmir	... Major Piar Singh
20	Bhopal	... Dr. R. V. Ramakrishna
21	Planning Commission	... Shri J. N. Tewari
22	Ministry of Food & Agr.	... Shri P. N. Thapar
23	,,	... Shri M. S. Randhawa
24	,,	... Shri S. C. Roy
25	,,	... Shri S. K. Mirchandani
26	,,	... Shri M. P. Singh
27	,,	... Shri P. W. Nanda
28	,,	... Dr. Kalamkar
29	Ministry of Health	... Dr. R. Viswanathan
30	,,	... Dr. T. R. Tewari
31	Ministry of W.H. and S.	... Shri N. P. Dube

32	Ministry of W. H and S.	...	Shri H. D. Nargolwala
33	C.W. and P.C.	...	Shri P. R. Ahuja
34	C.P.A.	...	Shri S. L. Khurana
35	,,	...	Dr J. S. Patel
36	,,	...	Col. Barkat Narain
37	,,	...	Dr. P. M. N. Naidu
38	,,	...	Shri D. S. Sinha
39	,,	...	Shri Ibne Ali

Composition of Sub-Committee No. IV to consider Agenda item No. II (e)– Social Education and II (i)—S.P.S.A.

Chairman— Shri Nawab Singh, I.C.S., Adviser, Planning Commission.

S. No.	State/Ministry etc.		Name
1	Bihar	...	Shri U. N. Rai
2	Punjab	...	Shri N. N. Kashyap
3	West Bengal	...	Shri H. Das Gupta
4	,,	...	Shri S. T. Banerjee
5	Madhya Pradesh	...	Shri S. P. Mushrah
6	Uttar Pradesh	...	Shri C. M. N. Chak
7	,,	...	Shri D. P. Singh
8	,,	...	Shri Iftikhar Husain
9	,,	...	Shri B. M. Pande
10	Bombay	...	Shri H. K. L. Capoor
11	Mysore	...	Shri Tipperudriah
12	Rajasthan	...	Shri K. L. Baraya
13	Madhya Bharat	...	Shri P. S. Bapna
14	Himachal Pradesh	...	Shri T. S. Negi
15	Kutch	...	Shri B. G. Khabade
16	Tripura	...	Shri G. H. Adirajaiya
17	Pondicherry	...	Shri Kewal Singh
18	Planning Commission	...	Shri Raghavan Iyer
19	Min. of Finance	...	Shri V. R. Rao
20	Min. of Home Affairs	...	Shri K. Radhakrishan
21	Min. of Education	...	Shri Sohan Singh
22	Non-official	...	Shri Shriman Narayan
23	C.P.A.	...	Shri A. R. Deshpande
24	,,	...	Shri S. N. Tamhane
25	,,	...	Shri A. R. Wadia
26	,,	...	Shri T. A. Koshy
27	,,	...	Dr. S. Brahmachari
28	,,	...	Shri Sugata Das Gupta
29	,,	...	Shri K. M. Sharma
30	,,	...	Swami Vimuktanandaji
31	,,	...	Shri P. L. Pareek
32	,,	...	Shri R. A. Zubairy

Composition of Sub-Committee No. V to consider Agenda item—VII (a)—Information and Public Relations.

Chairman—Shri B. R. Tandon, I.C.S., Adviser, Planning Commission.

S. No.	State/Ministry etc.		Name.
1	Assam	...	Shri I. P. Chowdhury
2	Bihar	...	Shri R. B. Lal
3	Bombay	...	Shri M. H. Shah
4	,,	...	Shri Vrij Vallabh
5	,,	...	Shri V. M. Thakore
6	Madhya Pradesh	...	Shri I. S. Parihar
7	,,	...	Shri H. P. Tiwari
8	Orissa	...	Shri S. C. Ghosh
9	,,	...	Shri B. R. Das
10	Punjab	...	Shri D. C. Verma
11	Uttar Pradesh	...	Shri B. S. Singh
12	West Bengal	...	Shri Bhattacharaja
13	,,	...	Shri Ajit Gupta
14	Madras	...	Shri K. Diraviam
15	Hyderabad	...	Shri K. Kasipati
16	Jammu and Kashmir	...	Shri J. N. Zutshi
17	Madhya Bharat	...	Shri A. M. Shastri
18	Pepsu	...	Shri V. D. Dev
19	,,	...	Shri Mahender Singh
20	Rajasthan	...	Shri B. Mehta
21	,,	...	Shri R. S. Bhatt
22	Saurashtra	...	Shri J. G. Shah
23	,,	...	Shri R. B. Shukla
24	Mysore	...	Shri D. R. Ramaya
25	Ajmer	...	Shri C. G. Varshneya
26	Himachal Pradesh	...	Shri Premraj Mahajan
27	Vindhya Pradesh	...	Shri Vidyaniwas Mishra
28	Delhi	...	Dr. J. C. Ramchandani
29	,,	...	Shri Ram Lal Varma
30	Ministry of Home Affairs	...	Shri Maheshwari
31	Ministry of Finance	...	Shri R. Ramaswamy
32	Ministry of F. and A.	...	Shri P. U. Oza
33	Ministry of Information and Broadcasting	...	Shri P. M. Lad
34	,,	...	Shri K. Rama Rao
35	,,	...	Shri T. R. V. Chari
36	,,	...	Shri U. S. Mohan Rao
37	,,	...	Shri D. R. Khanna
38	,,	...	Shri K. N. Iyer

39	Ministry of Information and Broadcasting	...	Shri B. L. Baliga
40	,,	...	Shri K. R. Karve
41	,,	...	Shri B. R. K. Bhatnagar
42	,,	...	Shri B. D. Sanatak
43	,,	...	Shri L. D. Malhotra
44	,,	...	Shri L. R. Nair
45	C.P.A.	...	Shri A. Mobin
46	,,	...	Shri R. K. Chatterjee
47	,,	...	Shri S. N. Bhattacharyya
48	,,	...	Shri D. Raghavan

Stenographer—Shri R. K. Sharma

Note:—The sub-committee will meet in room No. 1 First Floor—Departmental Block.

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Composition of Sub-Committee No. VII to consider Agenda item Nos.—

V (a) to V (e)—People's Programme

I (iii) —Evaluation Report.

Chairman—Shri B. Mukherji, I.C.S.,
Development Commissioner, Orissa.

S. No.	State/Ministry etc.	Name.
1	Andhra	Shri G. S. Babu
2	Bihar	Shri R. S. Pande
3	-do-	Shri R. B. Lal
4	Punjab	Prof. D. C. Verman
5	Uttar Pradesh	Shri G. S. Choorman
6	--do—	Shri Bhagwant Singh
7	—do—	Shri A. D. Mukerji
8	West Bengal	Shri S. K. Banerjee
9	Madhya Pradesh	Shri S. P. Mushran
10	Madras	Shri K. Diravian
11	Bombay	Shri H. K. L. Capoor
12	Mysore	Shri G. V. K. Rao
13	Rajasthan	Shri R. S. Chauhan
14	—do—	Shri A. K. Roy
15	—do—	Shri R. S. Bhatt
16	Hyderabad	Shri N. K. Guruswamy
17	Ajmer	Shri A. P. Diwan
18	Himachal Pradesh	Shri Prem Raj Mahajan
19	Kutch	Shri N. C. Jethi
20	Pondicherry	Shri C. S. Seshadri
21	Bhopal	Dr. R. V. Ramakrishna
22	Planning Commission	Shri Nawab Singh
23	" "	Shri P. C. Suri
24	" "	Dr. V. Nath
25	" "	Shri J. N. Tewari
26	Ministry of Food & Agriculture	Shri S. K. Mirchandani
27	" "	Shri P. U. Oza
28	Ministry of Health	Dr. T. R. Tewari
29	Ministry of I & B.	Shri K. Rama Rao
30	" "	Shri T. R. V. Chari
31	Non-Official	Shriman Narayan
32	C. P. A.	Shri U. L. Goswami
33	—do—	Shri S. N. Bhattacharyya

34	C. P. A.	Shri A. R. Deshpande
35	—do—	Shri A. R. Wadia
36	—do—	Dr. S. Brahmachari
37	—do—	Shri R. K. Chatterjee
38	—do—	Shri P. L. Pareek
39	—do—	Shri R. A. Zubairy

Composition of Sub-Committee No. VIII to consider Agenda items No.—

VI (a) to VI (e) Administration

VII (d) Small Savings.

II (g) Supplies —

Chairman—Shri N.E.S. Raghavachari, I.C.S.,
Additional Development Commissioner, Madras.

S. No.	State/Ministry etc.	Name.
1	Bihar	Shri S. N. Singh
2	Punjab	Shri N. N. Kashyap
3	West Bengal	Shri T. N. Bhattacharyya
4	Madras	Shri Lakshmirathan Bharathi
5	Uttar Pradesh	Shri Govind Narain
6	"	Shri K. A. P. Stevenson
7	"	Shri H. D. Pradhan
8	"	Shri T. N. Mathur
9	Pepsu	Shri R. S. Randhawa
10	Saurashtra	Shri J. G. Shah
11	Rajasthan	Shri K. L. Boraya
12	"	Shri V. D. Sharma
13	Delhi	Dr. J. C. Ramchandani
14	Himachal Pradesh	Shri A. B. Malik
15	Manipur	Shri V. S. Sundaram.
16	Jammu & Kashmir	Major Piar Singh
17	Vindhya Pradesh	Shri T. N. Bahel
18	Min. of F. & A.	Shri M. P. Singh
19	Min. of Finance	Shri K. S. Malhotra
20	Min. of I. & B.	Shri D. R. Khanna
21	Min. of W.H. & S.	Shri H. D. Nargolwala
22	C.W. & P.C.	Shri P. R. Ahuja
23	All India Handloom Board	Shri P. L. Kapadia
24	All India Co-op. Union.	Shri Shyamanodar Sahaya
25	C.P.A.	Shri R. Jagannathan.
26	"	Shri M. R. Thadani.

Composition of Sub-Committee No. IX to consider Agenda item Nos.—

VI (f) Administrative Intelligence

VII (b) & IV (b) (iii) } Research on Community Development (also association of Universities etc.) Apprenticeship for College Students

VII (c) Sample Surveys.

Chairman :—Shri P.S. Bapna, I. A. S., Development Commissioner, Madhya Bharat.

S. No.	State/Ministry etc.	Name
1	Bihar	Shri P. N. Basu
2	West Bengal	Shri H. Banerjea
3	,,	Shri S. T. Banerjee
4	Madhya Pradesh	Shri P. K. Dave
5	Uttar Pradesh	Shri Chhedilal
6	,,	Shri D. P. Singh
7	,,	Shri J. K. Pande
8	,,	Shri Iftikhar Hussain
9	Pepsu	Shri Amrik Singh Cheema
10	Travancore-Cochin	Shri M. Abdussalam
11	Rajasthan	Shri L. K. Verma
12	,,	Shri Ram Singh Chauhan
13	Coorg	Shri M. N. Gundu Rao
14	Pondicherry	Shri C. S. Seshadari
15	Planning Commission	Shri B. R. Tandon
16	,,	Shri Jhaverbhai Patel
17	Ministry of Finance	Prof. H. Ghosh
18	,,	Shri V. R. Rao
19	C.S.O.	Shri S. Subramanian
20	Ministry of I & B.	Shri D. Raghavan
21	,,	Shri L. R. Nair
22	C.P.A.	Dr. S. Dhar
23	,,	Shri D. S. Sinha
24	,,	Shri P. M. Mathai
25	,,	Shri Y. P. Rajput

Composition of Sub-Committee No. X to consider item No. III (f)— Programme for Tribal areas.

Chairman—Shri K. Balachandran, I.C.S.
Deputy Development Commissioner Assam.

S. No.	State/Ministry etc.	Name
1	Andhra	Shri G. Simhadri
2	Bihar	Shri U.N. Rai
3	Orissa	Shri A. Prakash
4	Madhya Pradesh	Shri P. K. Dave
5	Rajasthan	Shri B. Mehta
6	Himachal Pradesh	Shri T. S. Negi
7	N.E.F.A.	Shri K. D. Menon
8	Ministry of Home Affairs	Shri Maheswari
9	C.P.A.	Shri A. Mobin

FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE, NANITAL (May 5—7, 1956)

Observation of Sub-Committee I

Item III (a)—Planning of the CD and NES Programme within the revised allocation of Rs. 200 crores during the Second Five-Year Plan.

The note prepared by the C.P.A. and the revised schematic budget patterns for NES and CD Blocks were discussed in great detail. The reduced CD budget of Rs. 12 lakhs was approved, with the change that provision under 'Irrigation and Reclamation' was raised from Rs. 3.50 lakhs to Rs. 4 lakhs by reducing the provision under 'Housing' from Rs. .50 lakhs to Rs. 1 lakh. This readjustment was considered necessary in view of the high priority accorded by the N.D.C. to increased agricultural production in the Second Five-Year Plan. As regards the NES budget, most Development Commissioners felt that the budget provision would be inadequate for Irrigation and Housing. However, in view of the limitation of finance, the schematic budget pattern as worked out by the C.P.A. was reluctantly accepted as the only practical solution. As regards irrigation, it was suggested that in view of the importance of increase in agricultural production, the Planning Commission should request the Ministry of Food and Agriculture to explore the possibility of making a larger allocation for minor irrigation possibly by re-adjustment from their total provision.

2. With reference to paragraph 4 (vi) of the C.P.A. note regarding committed expenditure, it was understood that the maintenance expenditure on staff of CD/NES/Blocks which will begin in October, 1956, and complete developmental phase during the Second Five-Year Plan, had not been taken into account in calculating the State Governments balances in revenue account. This will have to be provided for, though the amount is not likely to be of great magnitude.

3. With regard to the Community Development Blocks which will have completed their period of operation in September, 1956, it was recommended that the savings, if any, may be utilised up to March, 1957, though the blocks would have reverted to the NES staffing pattern.

Items Nos. 3 (b) and 3 (c)—Programme for pre-extensive and pre-intensive period respectively.

The suggestions contained in the C.P.A. note were approved. The representative of PEPSU stated that in PEPSU the staff in the Extension Training Centre along with the trainees who had undergone one year's basic agricultural training and nearly 3-4 months' extension training were deputed for making preliminary survey of the new blocks to be opened during the

current year. The local Revenue staff and the staff of the Agriculture, Veterinary, Co-operative, Panchayat, etc. Departments also assisted in this work. The PEPSU Government found that this afforded good training for the trainees and also for the staff of the Revenue and Development Departments located in the Block in team work. They were able to make quite reliable survey within 15 days. This also gave realistic training in field conditions to the staff of the Extension Training Centre. Besides, this resulted in saving of expenditure, and the people in the blocks were prepared in advance for the NES programme. The suggestion was agreed to as worth considering for adoption by other ates.

Item No. 3 (d)—Programme for intensive period.

It was suggested that every CD Block should aim towards a certain level or norm in each field of development, which should be determined in the light of local conditions and requirements.

Item No. 3 (e)—Programme for post intensive period.

The C.P.A. suggestions were accepted. The provision suggested for local works and social education in respect of completed CD Blocks was agreed to.

Item No. 3 (f)—Programme for Tribal Areas.

The following recommendations were made :

(i) In purely Tribal and Scheduled areas funds available for irrigation as loan in the CD and NES budget should be treated as grants-in-aid,

(ii) During the intensive phase of operation each of the Special Home Ministry's Multi-purpose Projects in the Tribal and Scheduled areas should have at its disposal a total amount of Rs. 27 lakhs (Rs. 12 lakhs according to the revised CD budgetary pattern *plus* Rs. 15 lakhs from the Ministry of Home Affairs), and

(iii) A Special Sub-Committee consisting of the representatives of the States concerned and the Ministry of Home Affairs should meet on 6th May, 1956, to—

- (a) draw up a programme of work for the Special Multi-purpose Projects, and
- (b) make recommendations regarding the selection of the proposed 30 Special Multi-purpose Projects.

OBSERVATIONS OF SUB-COMMITTEE No. II

on

Item II (a)—Cottage Industries.

II (b)—Co-operation.

Item II (a)—Cottage Industries :

(1) **Development of Khadi :**

(i) It is understood that some States are experiencing difficulties resulting from the accumulation of yarn. The All-India Khadi and Village Industries Board are examining the problem and action is being taken in direction of organising work in areas where this is suitable on the basis of self-sufficiency and producers consumption and in other areas on the basis of both self-sufficiency and commercial marketing.

(ii) The All-India Khadi and Village Industries Board is providing facilities for the training of Instructors in Khadi work. It is important that the Community Development Administration should take advantage of these facilities by bringing together suitable persons for training. In the pilot project areas the Industries Officer should contact the regional representatives of the All-India Khadi and Village Industries Board and frame specific schemes for the training of Instructors and development of institutions to take up Khadi work.

(2) **Pilot Projects.**

(i) On the administrative side it should be recognised that in some States it may be found more convenient to put the Project Executive Officer (Industries) under the administrative control of the department responsible for industries in the State. This may be left to the discretion of the State Governments.

(ii) It was agreed that each C.P.O. (Industries) will require the following staff to assist him in his work :—

Personal Staff :

Stenographer
Peon
Driver

Office Staff :

Accountant
Clerk

Field Staff :

3 Block Level Extension Officers (CI)

The cost of the staff would be met under the general pattern of assistance to the extent of 50% by the Central Government (Ministry of Commerce and Industry).

(iii) The C.P.O. (CI) should also have, available to him the general assistance of the C.P. or N.E.S. staff of the area.

(iv) With regard to technical supervision of work in the pilot project areas the following sources of assistance would be available and will be adequate :—

(a) The regional organisations of the various All-India Boards who have already made arrangements for this purpose.

(b) Staff sanctioned against specific schemes approved by these Boards.

(c) The Industries staff of the State Government in the area.

(v) It is understood that the Ministry of Commerce and Industry have initiated a scheme for setting up Small Industrial Estates costing about Rs. 10 to 15 lakhs each. These are entirely financed by the Centre and they have requested the State Governments to start with 8 Industrial centres situated in suitable pilot project areas. The establishment of such industrial colonies and their extension to other suitable Community Project areas may be specifically recommended to State Governments. The Commerce Ministry have also launched an experimental scheme for 45 mobile workshops to do intensive touring in selected Community Project Areas and a certain number are already on the road. The success of this experiment in introducing our artisans to improved equipment and machinery depends primarily on close co-operation with the Community Project Administration and this scheme may be specifically recommended to the Development Commissioners.

(vi) The immediate programme in the Pilot Project Areas consisted of a number of schemes initiated *ad hoc* by the All-India Boards and State Governments. It is recommended that a more comprehensive investigation be undertaken in these Pilot Projects. The Ministry of Commerce and Industry have agreed to provide 10 teams consisting each of three Economic Investigators, who with Technical Officers for particular industries drawn from the All-India Organisations would carry out such an investigation and make concrete recommendations to the Project Industries Officer.

(3) **Community Development Programme and Work relating to Industries :**

(i) State Governments should be requested to take into consideration the level of development already achieved in Community Project and N.E.S. areas when deciding the location of industrial programmes.

(ii) In view of the growing importance of the Industrial programme a standing organisational arrangement should be made in States for planning and co-ordination between the Community Development Programme and that relating to Industries. It is recommended that a Committee comprising the Secretaries of the Industries and Co-operative Departments and the Heads of Departments who deal with these subjects, together with the Development Commissioner should be set up and should be required to meet at least once in two months to review the progress made in establishing industries and to make recommendations to Government regarding future programmes. In C.P. or as where special schemes for housing, agricultural development or the like are taken up there would be particularly room for development of Village and Small-Scale Industries catering for such programmes.

(iii) It is agreed that it is not desirable to have parallel programmes involving different conditions, one organised through the C.P. and N.E.S. Administration and the other through the Industries Organisations. It is recommended, therefore, that the pattern of financial assistance in the C.P. programme should fall into line with those of the All-India Boards on Village and Small-Scale Industries.

(4) **Extension service for Industries and Training :**

(i) It is strongly felt that the field staff for industries in States is inadequate and needs to be extended.

(ii) It is recommended that there should be an Extension Officer for Industries made available to each N.E.S. block. This officer should be part of the Industries Organisation of the State but should be attached to the block.

(iii) The cost of this officer will come within the terms of the pattern of assistance of the Ministry of Commerce and Industry (i.e. sharing expenditure on a 50 : 50 basis with the State Governments.)

(iv) The Ministries of Commerce and Industry, and Production have already taken up a training programme for certain Block Extension

Officers in Industries. This training programme would be expanded in order to train all these Block Extension Officers.

(v) While it was agreed that the responsibility for industrial programmes should rest with the Technical Department in the State dealing with this subject, it was also felt that C.P. and N.E.S. staffs should have an adequate knowledge of these programmes so as to be able to effectively help the people in utilising them. Opinion was divided in the Committee as to the training to be given to V.L.Ws to achieve this position. One view was that a V.L.W. already has too much on his plate to be able to absorb more. The other view was that in order to enable the V.L.W. to be effective in this the period of training must be raised from 75 to 200 hours.

Item II (b)—Co-operation :

(1) In the Second Five-Year Plan a great deal of emphasis has been laid on the provision of credit through Co-operatives as an important means of increasing agricultural production. It was agreed in the Committee that the need for credit is so large that both Government taccavi and Co-operative Credit should be expanded as far as possible. It was agreed further that, wherever Co-operatives exist, loans should be channelised, as far as possible, through Co-operative Societies.

(2) One of the difficulties in extending Co-operative Credit is the comparatively higher rate of interest charged by Societies, and it is recommended that the question of reducing the rate of interest should be examined.

(3) Another difficulty in extending Co-operative Credit is that of dealing with non-creditworthy applicants for loans. It is recommended that Government Rules relating to taccavi should be examined and relaxed, so as to enable adequate credit to be given from this source, where the object is productive.

(4) State Government should be asked to make organizational arrangements to ensure that there is not duplication in the advance of loans from Co-operative and Government sources. As the administrative arrangements in States vary, the arrangements made will also vary.

(5) It was agreed that the Village Level Worker particularly, and the N.E.S. organisation could be of substantial assistance in extending Co-operative practices, and the following suggestions are made :—

(a) He should endeavour to get creditworthy borrowers to become members of Co-operative Societies ;

(b) He should endeavour in his work to introduce persons who are progressive farmers to become members, and generally advise the

Societies regarding loan applications received from their members. His functions in this matter should be advisory, and decisions regarding loans should continue to be made by the office-bearers of the Society;

(c) He should assist in such manner as local circumstances require, in the construction of godowns for Primary Credit Societies.

(6) With regard to the demarcation of duties between the N.E.S. staff and officials of the Co-operative Department, it was agreed that the responsibility for the Co-operative Movement must rest with the Registrar and his officials. Nevertheless the Block Development Officer and his staff could be of valuable assistance in promotional activities. This is in accordance with the administrative pattern at present prevailing in the Technical Departments.

(7) It was agreed that the following key indicators of progress in the Co-operative field should apply :—

(a) Number of new Co-operative Societies started ;

(b) Number of new members enrolled in new and existing Co-operative Societies;

(c) Amount of share capital raised from members;

(d) Names, quantities and value of agricultural commodities marketed through Primary Marketing Societies;

(e) Number of godowns constructed by Co-operative Societies.

Of these, items (a) and (b) are key indicators at present, and the rest are new.

(8) It is recommended that in the programme of Co-operative Education of the members and the office-bearers of Co-operative Societies, the C.P.A. and N.E.S. Administration should actively assist in the organization of these programmes. Similarly, with regard to the training programme for Block Development Extension Officers for Co-operation, the State Governments should make early arrangements for ensuring the recruitment of the proper type of personnel and their deputation for training to the 8 centres set up by the Government of India.

(9) It is recommended that the Government of India scheme for the development of Co-operative Marketing and Warehousing should also provide facilities for the marketing of the products of the Cottage and Village Industries, and for the warehousing of the raw material and produce.

Observations of Sub-Committee No. III

Items considered :

II (c) Agriculture
II (d) Medical & Public Health
II (f) Housing
II (h) Irrigation
II (i) S.P.S.A

Item II (c)—Agriculture :

(1) The Sub-Committee was of the opinion that consolidation of holdings should be taken up at the earliest possible stage, preferably at the pre-N.E.S. Stage. Where the N.E.S. stage is already in operation it has necessarily to be taken up in the N-E.S. stage. In other cases it should be taken up immediately.

The unit of area for planning consolidation should be a block.

(2) It is estimated that it will take at least a period of two years for completion of consolidation (re-planning). This is because this involves a long term procedure involving several stages.

(3) **Staff :** It is reported that the U.P. Government and the Punjab Government have already advanced a good deal in field work in respect of consolidation. It is, therefore, suggested that the staff pattern should be of the model accepted by these States. The basic man in the staff should be the patwari. It is felt that for completion of the work about 80 to 100 persons will be needed per block. It is assumed that some staff will be available from the staff already in existence. It will, however, be necessary to provide for them a short course of in-service training. For the balance provision for elaborate training should be arranged for.

It is suggested that the U.P. and Punjab Governments should be requested to circulate their plans of consolidation of holdings to other States for their use.

(4) As regards minimum agricultural programme in the Pre-Community Development Stage, the memorandum prepared by the C.P.A. on page 41 'A', as well as the targets set down thereunder should be accepted.

(5) As regards minimum agricultural programme during the Community Development Stage, the Committee is of the opinion that the programme as well as targets as drawn up in the memorandum prepared by the C.P.A. marked 'B' at page 42, should be accepted with the following modifications :—

Programme (i) (c) providing for "collection of required data for consolidation of holdings" should be omitted, because the Sub-Committee has already recommended that consolidation should take place at a prior stage,

Under item 2 (c) there is a supplementary note recommending encouragement of cultivation of pepper. The Sub-Committee recommends that every State, where there are facilities for cultivation of pepper, should set up nurseries for production of plants of guaranteed quality. These plants should be distributed in the project areas through the agency of the extension service.

Item II (d)—Medical & Public Health :

(i) The Sub-Committ is of the view that the recommendations of the Fourth Development Commissioners' Conference "that there should be a primary health centre and 3 maternity sub-centres for each block" is a minimum requirement for effective health services in rural areas and should be adhered to.

As regards staff, it feels that to attract staff to rural areas the following amenities should be extended to them :—

1 Security of tenure;
2 Provision of residential accommodation;
3 Reasonable non-practising rural allowance;
4 Attractive pay scales;
5 Transport.

As regards transport, it is felt that an additional jeep for the exclusive use of the medical staff is essential. The Sub-Committee recommends that if necessary, additional funds should be provided for the same.

The Sub-Committee further recommends that State Govts. should make full use of the training facilities which have been made available by the Ministry of Health for lady health visitors, auxiliary nurses, mid-wives, as well as indigenous dais.

The Sub-Committee has information that rural water supply is now under the control of different agencies and there is lack of coordination among them. It recommends that drinking water supply should be coordinated under the technical guidance of the Director of public Health of the State.

The Sub-Committee further recommends that the Director of Health Services of each State should recommend patterns for sanitary latrines in rural areas to minimise soil pollution.

The Sub-Committee further feels that particular emphasis should be given on educating the public about principles of health and prevention of diseases through talks, films, film strips etc. to be organised on the occasion of melas and festivals.

(ii) **Family Planning** : The Sub-Committee is of the opinion that there is an urgent need for training health service personnel in the technique

and methods of family planning, so that such personnel posted in rural areas are in a position to advise on family planning to any person wanting the same. Assistance offered by the Central Ministry of Health for training of such personnel should be fully availed of.

The Sub-Committee further recommends that birth control material should be made available to persons wanting to use them by maintaining a stock of such material with the local health personnel.

(iii) **Mineral and Thermal Springs**: The Committee recommends that each State should be advised to collect complete information about the existence of mineral springs within it, analise the water of such springs and to consider developing such springs as are found suitable for the purpose as health resorts.

Item II (f)—Housing:

(a) **Rural Housing**: The Sub-Committee is of opinion that the meagre amount of Rs. 5 crores available in the Second Plan should be utilised for setting up model villages consisting entirely of new model house. In locating sites preference should be given to CDP/NES blocks which are favourably situated in terms of communications, power, water supply etc.

It feels that the problem should be tackled at the State level through the agency of a 'Rural Housing Cell' which should be placed in charge of an architect to be helped by a Planner. This should undertake preparation of plans, lay outs, type designs, small scale models etc. both for residential houses and community buildings. The agency at the block level should be the CPA staff but where the number of villages to be looked after is more than five an additional qualified overseer should be recruited.

It recommends that existing pilot projects for industries and cooperatives should be given preference in areas selected for such projects.

Since the main emphasis in this experiment will be on the use of local building materials cooperatives operating brick and lime kilns, joinery and carpentry workshops etc. should be treated as eligible for loans and grants-in-aid admissible to small scale or cottage industries.

(b) **Housing-Block Headquarters as nuclei for rural-cum-urban townships**:

The Committee recommends for acceptance the proposal of the Administrator, C.P.A. with a slight modification as follows :—

(a) The site for block headquarters should be chosen on a high level and in a centrally situated place;

(b) There should be provision for subsequent expansion to meet further needs;

(c) New block headquarters should be constructed as soon as a decision regarding formation of a block is reached.

The Sub-Committee further recommends the following steps for encouraging growth of these townships :—

(i) Special efforts should be made to set up industries either through cooperatives or private enterprise in the form of small scale and cottage industries. Amenities of a township in the form of educational institutions, health centres, shopping centres, mandi centres etc. should be provided for.

Item II (h) — Irrigation :

(i) As regards the question whether betterment tax should be levied in respect of minor irrigation works, the Sub-Committee could not come to a decision. According to one view all minor irrigation schemes should be subjected to a levy of tax; according to another view all schemes costing up to Rs. 1 lakh should be exempted from the levy of tax.

Where people's contribution has been raised the total amount of contribution should be deducted from the tax to be levied and the balance should be assessed on beneficiaries. It is understood that this principle has been followed with success in Bombay State.

(ii) **Methods to accelerate water utilisation :** It is suggested that the State Departments of Irrigation, Agriculture, and Cooperation should jointly interest themselves in this matter. They should utilise the extension staff for the purpose of encouraging utilisation of water for cultivation.

Item II (i)—Synchronized promotion of seasonal activities : The Sub-Committee is of opinion that it is feasible to draw up a programme for synchronization of extension work with different seasons of the year. The Committee accepts in principle the views expressed in the memorandum of the C.P.A. It, however, feels that the programme will be different in different parts of the country and instead of drawing up a rigid programme the States should be allowed to make necessary modifications in respect of the programme to be drawn up for each one of them without deviating from the principle recommended.

Observations of Sub-Committee IV on items II (e) and the note on "Syncronised Promotion of Seasonal Activities".

(I) Item No. II (e)—Social Education.

(I) **Work among women**: Four questions have been posed. The views of the Sub-Committee in respect of them are given seriatim below :

(i) There are two difficulties as far as multiplication of pilot projects for intensive work are concerned.—

(a) Lack of finance; and

(b) Lack of trained women workers.

As far as (a) is concerned, the only suggestion that can be made is that funds for the purpose should be found by the Central Government on a contributory basis. In respect of (b), the suggestion is that in the first instance pilot projects should be started in areas where women workers are available. The only other suggestion that can be made is that training of women workers should be expedited.

It was suggested by some Members that another difficulty is that the present programme is not attractive because it does not include any economic programme. The consensus of opinion, however, was that these pilot projects should generally be confined to a social programme.

(ii) The question of normalization of the pilot projects does not really arise at present. It is considered that the experimental period in the case of these projects should be three years. The question of normalization should be considered later taking into account the progress of the pilot projects.

(iii) The normal staff provided is of one woman Social Education Organizer in N.E.S. Blocks and one such officer plus two gram sevikas in C.D. Blocks. It is difficult to suggest the pattern of work on the basis of this meagre staff. It is suggested that in N.E.S. Blocks, work might be confined to 3 to 5 villages at a time and that new villages should be taken up after a period of one year. In the case of C.D. Blocks, the number of villages, in view of the larger staff, can be increased to 10.

(iv) It is understood that in actual practice, there were no gram sevikas in these Community Project Blocks. In consequence, the staff will continue to remain as before after they have been converted into N.E.S. Blocks. Since there will be lesser funds, either the expenditure will have to be decreased or the State will have to provide certain funds.

(2) **Programme of work among children :** It was agreed that all the activities described in the note of the C.P.A. should be arranged for children in all blocks, but they should as far as possible centre round the school.

It was considered that a sum of Rs. 3,000 would be adequate for a period of 3 years in a block.

(3) **Work among Youth :** It appears that activities among youth are being carried on in different States in different forms. Full material regarding these activities is not available to the Sub-Committee. The Sub-Committee, therefore, considers that this material should be collected and then entrusted to a committee of experts who could make recommendations on the points raised in the note of the C.P.A. It is obvious that such activities should be continued, but it is desirable that this should be done on the basis of a fairly uniform programme.

(4) **Production and use of audio-visual aids :** The consensus of opinion was that the SEOs and the VLWs are in a position to produce only simple visual material and that in consequence it would not seem to be necessary to earmark any amount in the Social Education Budget for production of such material. They could, however, be given some amount for the production of simple visual material of local interest.

(II) Syncronised promotion of seasonal activities.

Although the Sub-Committee sat till 6.45 p.m., it was unable to find time for this item. It was, however, inclined to the view that the principles underlying the proposal deserved to be generally accepted. Without ignoring other activities some could be intensified at certain times of the year with due regard to all the prevailing circumstances.

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OBSERVATION OF SUB-COMMITTEE NO. V.

Item No. VII (a) : Information and Public Relations

Item No. (1): The Sub-Committee recommended that a provision of a special fund of Rs. 1 crore should be made for supply of basic and cultural literature and other special publicity material to project areas in accordance with the expansion programme visualised in the Second Five-Year Plan. It was agreed that the bulk of the publications taken up under this scheme would be of the basic and the cultural type and in the selection of such literature the State Governments would be consulted.

In view of the fourfold increase in the expansion programme of the community projects and the National Extension Service during the Second Five-Year Plan period the Sub-Committee noted that supply of publications in very large numbers would be required for the project officials and others who were directly concerned with the projects. The Sub-Committee recommended that while the Ministry of Information and Broadcasting would continue to supply copies free within their budgetary ceilings this Fund should also be used for meeting the costs of extra copies of such publications of the Ministry as well as of the State Governments which the C.P.A. might require in very large numbers and which the Ministry or the State Governments were not in a position to supply free.

The distribution of such publications would be confined to project workers, non-officials directly concerned with the programme and certain institutions and individuals. The basic and cultural literature that would be produced were intended primarily for the Information and Community Centres at the Block Headquarters and the Community Centres in project areas. There was a great dearth of basic and cultural material in these centres and it was recommended that the special steps should be taken to provide suitable material and literature to these centres.

Item No. 2 : Information and Community Centres at Block Headquarters : The Sub-Committee noted the progress made in the establishment of the Information and Community Centres and made the following recommendations :

(i) The State Governments which had not yet set up Liaison Committees at the State level to look after the establishment and the running of such centres should do so and get them to start functioning without further delay. Already Committees in more than 10 States have met and formulated their programmes of running these centres. Other States should establish these Committees in accordance with the recommendations made in the Manual on Information and Community Cetres circulated by the

Community Projects Administration and take up the implementation of the scheme.

These Committees should consider the difficulties and the problems that might arise on matters concerning selection of premises for such centres or their maintenance. The C.P.A. had already indicated the sources from which funds for establishing and running these centres would be available. Every effort should be made by the committees to organise the centres on the lines indicated in the Manual and by securing local resources that were available. Such local resources included participation of voluntary workers in the running of these centres and obtaining of premises from non-official sources for locating Information Centres.

(ii) In regard to the supply of material to these Information Centres, highest priority should be given to them, because no better machinery for dissemination of information could be found than these Information Centres.

District Information Centres : A point was raised that C.P.As literature and material should be supplied to District Information Centres. The Sub-Committee recommended that lists of District Information Centres should be furnished to the C.P.A. by the State Governments wherever such centres had been opened and the C.P.A. should send their literature and material to these centres.

Item (3) : **Community Centres :** The Community Centres were those which were mainly established at the Headquarters of the Village Level Workers. The Committee agreed that these Centres were important for providing information and knowledge on basic subjects to rural people and they should be properly supplied with information material. The Committee recommended that the Directors of Information of the State Governments should, in consultation with the Development Commissioners, study the requirements of these Community Centres in their respective areas and supply suitable literature and material, particularly regional language literature, to these community centres.

Item No. (4) : **Intensive Publicity of Community Projects & NES :** The Sub-Committee reiterated the recommendation made by the last Development Commissioners Conference held at Simla that a suitable wing of the State Information and Publicity Department should be organised under an officer of a sufficiently high status to be exclusively responsible for publicity concerning Community Projects and N.E.S. Blocks. The Committee heard from some of the Directors of Information present at the meeting that there had been deviation from this recommendation in some of the State Governments which had created these special units *not* under the State Information and Publicity Departments as recommended at the Simla Conference but

under the Development Department. The Sub-Committee recommended that this deviation should be rectified and such units should be established under the Information and Publicity Departments but they should be exclusively attached to the Development Department. The main purpose of this recommendation, the Sub-Committee clarified, was that the Development Department would receive all the attention that was necessary for promoting the publicity of the Community Projects and N.E S. on an intensive scale. In addition it would have the entire resources of the Directorate of Information for promoting such publicity.

Item No. (5) Regional Language Editions of CPA Publications: The Sub-Committee agreed that regional language editions of technical publications of the C.P.A. were essential for project workers who were engaged in field work. The Committee, however, felt that this was not a publicity problem. It recommended that the State Governments should take up regional language editions of these publications in the same way as in the case of other technical manuals.

The Supplementary Papers to Agenda Item No. 7 (a) relating to the contributions made by the Ministry of Information and Broadcasting to the publicity of the Community Development Programme were also considered. The following recommendations were made by the Sub-Committee:

(a) Closer liaison with the Field Publicity Officers of the Ministry of I & B and the Departments of Information and Development Departments of the State Governments should be maintained. More frequent meetings among them should be organised and itineraries of the touring officers should be drawn up in consultation with each other.

(b) A machinery for coordination of the uses of the publicity equipment e.g., vans and projectors etc., supplied by the various agencies in the project areas should be evolved so that fullest utilisation could be made of the available resources in the largest possible area.

(c) Some coordinating machinery should be created for the proper use of the films produced by the Films Division and supplied to the Development Commissioners, the Directors of Information of the State Governments and the Field Publicity Units of the Ministry of I & B. Proper film libraries at suitable centres should be maintained and the use of the films coordinated.

(d) **Community receiving Sets**: It was recommended that the project authorities should take steps to ensure that the community receiving sets supplied to the project areas were used effectively. These responsibilities include (i) maintenance and carrying out of minor repairs and (ii) arrangements for organised listening so that discussions could follow on the basis of talks heard.

C.P.A. was no longer supplying special sets to the project areas. The entire supply was now being done by the Ministry of I & B. Sets already supplied by the C.P.A. would be dealt with on the same basis as in the case of sets supplied through the Ministry of I & B.

(e) **Distribution of Literature :** The Committee recommended that State Governments should see that the bulk supply of literature by the Central agencies, namely, the Ministry of I & B and the C. P. A. were not held up at the receiving end but were distributed promptly to the ultimate receipients. In the case of project areas, it was agreed that bulk supply should be made to the Block Headquarters and it would be the responsibility of the Block Development Officers to further distribute the copies in the project areas without delay.

(f) **Song & Drama :** Closer liaison was recommended to be maintained between the project authorities and the Radio Stations concerned more particularly, in the sphere of rural programmes. Similarly, close liaison was recommended to be maintained between the Radio Stations, the Regional Officers and the project authorities for popularisation of the song and drama programme of the All-India Radio. Such liaison would include special steps for collection and recording of songs and drama and special arrangements for staging such dramas in the project areas through the agencies of the villagers.

Observations of Sub-Committee VI

on

Items IV (a) & IV (b)—Training

Sub: Rules and regulations regarding recruitment of personnel of various categories for C.D. and N.E.S. programme.

The suggestions made in the Supplementary Paper were considered and the Committee came to the conclusion that so far as gram sevaks are concerned, the Basic Education Diploma may be recognized as a minimum qualification only in those States where it is recognized as equivalent to the Matriculation. Where it was not so recognized, the Committee did not consider that a person with such a Diploma could be expected to be capable o profiting fully from the training. As for Social Education Organizers, it was considered that since in several of the training institutions English is the medium of instruction and further since all literature is available only in English, it would not be possible to accept anything less than a Bachelor's Degree as a minimum qualification. As for Block Extension Officers for Cottage Industries, it was considered that the minimum qualifications should be a Degree in Science, Arts or Commerce, preference being given to those who have taken a Degree in Science.

Item IV (a) (1)—Minimum standards for recruitment :—The Committee felt that it was not generally practicable to arrange for a separate section of the class for persons with less than the minimum standard prescribed for recruitment, though it may be possible in some States, where there is larger number of candidates from tribal areas, to send all such candidates who have been recruited with less than minimum qualifications to one institution. Where such arrangement is not possible, the coaching will have to be the same for all candidates in the institution.

Selection of trainees :—It is understood that in the Bombay State a representative committee of officials examines the personal record of the departmental candidate and also interviews them before selecting them for gram sevaks training. In Madhya Pradesh, such candidates are subjected to an intelligence test also. On the basis of the experience of these two States, it was considered that the constitution of representative committees which would go into the personal records of the candidates, subject them to an intelligence test and/or aptitude test and also interview them would ensure the selection of suitable qualified departmental candidates for this training.

The suggestion that two to three months pre-training field experience might be utilized both to ascertain the willingness of the candidates and their suitability was considered to be valuable but it was felt that at the same time steps should be taken to eliminate the reasons for unwillingness of persons serving in the regular departments to undergo training. These are mainly

due to the fact that in several cases the selection for such training involves these persons in the loss of certain privileges and amenities which are enjoyed by them in their present assignments and so care should be taken that when they are deputed for training, they do not lose these privileges.

Pre-training field experience :—It is considered that the cost on salary etc. of the persons deputed for such training should be met from the sum of Rs. 10,000 which is being set apart for pre-extension work. It was not considered practicable to accept the suggestion that between the completion of the basic agricultural course and the commencement of the extension training, there should be a period of 3 months for field work.

Utilization of training capacity :—So far as BDOs are concerned, one of the difficulties is that some of the courses at the Training Institutes coincide with the period during which the BDOs have to do intensive work at high pressure in the field. It is, therefore, suggested that there should be no course for BDOs between the 15th of February and the 15th of April which is a peak period for work in the field. This period could be utilized by the training staff to go to the field. It is also suggested that if a training reserve could be provided for in each State, the cost of reserve being shared between the State Government and the CPA, it would be possible for the States to spare a larger number of BDOs for training than at present.

Trainers :—The Committee considered that only the best available men with aptitude for teaching should be selected as trainers and that they should be given a teaching allowance as an incentive. Further care should be taken to safeguard their prospects in their parent departments during the period of their deputation to the Training Institutes by making them eligible under the next below rule for the salary of the higher post if because of their deputation to the Training Institute their juniors are promoted. Further certain amenities in the matter of residential accommodation and educational facilities for the children of the trainers should also be provided. It is considered that the period of deputation to a Training Centre should be 3 years and that there should be a regular rotation of the teaching staff of the Training Institutes and the field staff. Till it is possible to establish this principle of rotation fully, such permanent staff in the institutes as cannot be sent to the field permanently may be sent for work in the field for a period of six months which will be in addition to the regular field visits which they will pay while in the institution. The suggestion in paragraph 13 of the CPA note of deputing the staff members for regular post-graduate advanced technical courses was considered to be desirable.

Extension Block around Training Centre :—It is suggested that the Principal of the Extension Training Centre may also be placed incharge of the development block around it, but he should be given an officer of the

rank of BDO to assist him in administering the block, it being definitely recognized that the BDO was under the Principal for the administration of the block.

Miscellaneous :—The varying rates of T.A. and D.A. paid to the trainees coming from different States create considerable complications which also contribute to the delay in the payment of the dues to the trainees. It is suggested that during the period of training, uniform rates of T.A. and D.A. should be paid to all trainees. As regards practical methods for eliminating delay, three alternatives seem to be possible—

(i) The CPA might initially authorise payment of stipends and other allowances to the trainees, later on raising debits against the respective State Governments for their share of the expenditure.

(ii) The State Governments placing at the disposal of the CPA which in turn could place it at the disposal of the Principals of these institutes a permanent advance sufficient to cover the cost of stipends and allowances of the trainees, the advances being adjusted on the submission of detailed accounts at the end of the period of training.

(iii) If as suggested earlier, uniform T.A. and D.A. rates sre sanctioned, the Principal of the Institute could intimate to the State Governments the cost on this account per trainee per course. The State Governments know the expenditure on account of the stipends for the period of the training. With this information, they could easily calculate the total amount likely to be required for the trainees from their State, and could arrange to remit the amount in advance to the Principal at the same time as the trainees go to the institutions. The Principal would submit to the State Government at the end of the period of training detailed accounts with supporting vouchers.

Review of the present training facilities.

1. Village Level Workers :—The Ministry of Food and Agriculture circulated a detailed note on the subject with which the Committee was in full agreement. A copy of this note is attached.

The representatives of the Khadi and Handloom Board again raised the question of the inadequacy of the time allotted for the training of VLWs during their period of extension training in Khadi and Cottage Industries. They represented that a minimum of 200 hours is necessary if the training in this subject is to be of any use. The concensus of opinion in the Committee was that it was non possible to allow this amount of time without either sacrificing some of the training programme at present undertaken or without

expanding the total period of training by a further ten days, neither of which is practicable. Besides, since the matter has already been considered by another Sub-Committee which had also not agreed to increasing the time to be given to this subject and since that Sub-Committee's recommendation have already been accepted by the Plenary Session, this Sub-Committee felt that it should not reopen the matter.

In the opinion of the Committee, it is necessary for the State Governments to explore the possibility of placing as many of these institutions as possible on a permanent footing.

2. **Gram Sevikas :—** The suggestions contained in the note of the CPA were considered to be suitable.

3. **Block Level Extension Officers (Cottage Industries) :—** It is understood that a Sub-Committee of the Central Action Committee on Cottage Industries is considering several aspects of this problem. It is suggested that Committee might examine the point mentioned in sub-para (v) of paragraph 5 of the CPA note.

In regard to the training of other personnel, the Committee was generally in agreement with the note circulated by the CPA.

Item IV (a) (ii)—Organic relationship between the training centres and the field.

The Committee has already recommended that the Principals of the Extension Training Centres should be made responsible for the administration of the development activities in the entire block around the training centre. In regard to other matters, it agrees with the note circulated by the CPA.

Item IV (a) (iii)—Inservice training programmes.

The Committee consider that inter-State Regional Seminars are useful and should be continued but that the number of persons to be deputed to attend each seminars from each State should be reduced so that dislocation of work during the absence of such personnel is reduced to the minimum. It did not consider that any special steps are necessary to ensure that the problems discussed on a level are thrown up for consideration at the next higher level except to include them in the agenda for the seminar of the higher level. In the opinion of the Committee, it was not necessary to provide for a reserve cadre to replace the VLWs sent for refresher's training, since the period of training will be very short.

Departmental Tests :— It is suggested that a test in the work of community project and NES should form a regular part of the departmental examination which all persons recruited to the various development departments and the Revenue Departments should pass. It is not considered feasible to

have an examination for the purpose of promotion which will have to depend on the record of the practical work done by the persons concerned.

Item IV (b) (i)—Training of Village Teachers.

The Committee had no comments to offer on the scheme circulated by the CPA. It, however, suggests that wherever possible, the basic training and post basic training institutions may be associated with such village teachers training.

Item IV (b) (ii)—Training of Village Leaders—Janata Colleges.

The Committee felt that with the material available to it, it is not in a position to express any opinion on either of the two points mentioned in paragraph 4 of the CPA note.

Item IV (b) (iii)—Apprenticeship programme for college students.

The scheme has only recently been started and in the opinion of the Committee sufficient experience has not been gained to enable it to express an opinion.

tem IV (b) (iv)—Non-official—Seminars and Study Tours.

The Committee considered that non official as suggested by the CPA should be brought together in seminars organised by the CPA and the State Governments and further that these non officials should be deputed along with the officials and not separately on study tours in India.

Item IV (b) (v)—Non-officials camps B.S.S. camps etc.

The only suggession which the Committee has to make is that at present numerous agencies are organising camps and that it is desirable to secure some measure of co-ordination between them.

Co-ordination of activities of the extension departments of rural institutes with those of other agencies particularly CPA.

Since it is understood that no rural institute has yet been set up and that the first of them is likely to be set up only in July, 1956, it is too early to express any opinion on the proposal. But the Committee however considers that when these institutes are set up, they may utilise the facilities available in the blocks for training their students and their staff and students may run adult literacy camps and recreation centres in the villages around the institutes.

NOTES ON THE AGENDA ON "TRAINING" FOR DISCUSSION AT THE DEVELOPMENT COMMISSIONERS CONFERENCE AT NAINITAL.

(A) Institutional Training :—

(i) Method of recuritment : The selection of Village Level Workers is made either region or district wise by the State Governments. It has, however, been found that in a number of cases the candidates are selected on the basis of "interviews" only. In order to ensure that candidates with rural background and an aptitude for hard manual work are selected, it is necessary that the procedure for recruitment includes, besides interview, rigid physical endurance tests such as walking, cycling, ploughing etc. in addition to written tests on problems of rural development.

It is also desirable to associate Principals of the Training Centres with the selection. This was recommended by the last Development Commissioners' Conference but has not been adopted by some States.

(ii) Weeding out of unsuitable candidates during the early part of the training period :

The last conference recommended that "steps should be taken by the State Governments to weed out unsuitable Gram Sevaks as soon as possible and put the rest on a permanent cadre." The training of Village Level Workers is not only a time consuming job but also involves considerable expenditure. It is, therefore, necessary that this weeding is done, as far as possible, during the early part of the training period rather than in the field after the trained Village Level Workers have joined on their posts. This will prevent wastage of funds and time. It is, therefore, suggested that the weeding out may be done preferably during the first two months of the start of a course—by D. C. and Principal.

(iii) Contents of training :

(a) In view of the increasing importance assigned to cottage and small scale industries during the II Plan Period,it is necessary to strengthen the training programme in this field. There is no provision for qualified Instructors in "Cottage Industries" at most of the Training Centres. Staff and training facilities in this subject should, therefore, be augmented. Similarly with the growing realisation of the vital part which Village Youth Organisations play in community development training on "Community Organisation with special reference to Youth and their activity" should form an integral part of the training programme of Village Level Workers.

(b) The importance of adequate facilities by way of agricultural farms, orchards and nurseries, dairy and Poultry farms and other equipment etc. cannot be over emphasised for proper training of Village Level Workers. It has, however, been noticed that in a number of places essential facilities such as an agricultural farm or a Dairy or Poultry unit or workshop etc. are lacking. Step should be taken to equip the training centres with these facilities before the training programme is launched. It would be desirable to set up seed multiplication farm near the training centres.

(c) Teaching methods and techniques need closer examination and improvement. It is found that much more emphasis is given on delivering lectures or dictating notes than on active participation and discussion by the trainees in class rooms. Similarly there is an overemphasis is on imparting knowledge to the trainees instead of giving them an opportunity to teach others—so essential for an Extension worker. This can easily be achieved during practical classes where every trainee should be given an opportunity to teach his classmates or others some of the skills that he has himself learnt.

(d) The duration of the training course, barring in a few States, is of 18 months. It has, however, been observed that a large number of trained Village Level Workers have not undergone the full course. Out of a total of 12,975 Village Level Workers trained so far approximately 3,000 Village Level Workers only have completed the full 18 months course. The possibility of sending the partially trained Village Level Workers back to the training centres for completing the course should be explored.

(iv) Staff: Although in the last Development Commissioners' Conference it was recommended that the State Governments should select the best men available in the various departments as trainers there is still an impression that the Extension Training Centres are treated as jumping or dumping grounds for staff members. The Extension Training Centres are the moulding places for the Village Level Workers on whom largely depends the success of the whole programme. The instructional staff should not only be of the highest calibre but should generally remain satisfied with their living conditions. It is, therefore, imperative that they are well paid and facilities for free housing, medical aid, schools for children etc. are provided. Cases are not wanting where staff members in the grade of Rs 55-5-150 [Instructor in Agriculture at Basic Agricultural School, Maddur (Mysore)] are being used to impart training. How far will they be successful in fulfilling their responsibilities is too obvious to indicate. It is also necessary to see that the posts at the training centres do not remain vacant for months at a stretch and frequent transfers and shifting of staff members are avoided.

In order to keep the training related to the field conditions it may be desirable to draw the staff members from the field personnel of Community

Development or N.E.S. Blocks or different technical departments. This rotation of teaching staff with field personnel should be undertaken on the basis of the recommendations of the last conference i.e. "every year one third of the staff should be interchanged with field officers." In most cases it has not been implemented so far.

It is also suggested that an in-service training course of short duration (of about a month) should be arranged for Instructors prior to their posting to the Training Institutions. Such courses may be held at Extension Wings attached to agricultural Colleges, Research Institutes such as I.A.R.I., I.V.R.I., or agricultural Colleges and other technical institutions concerned.

B. ORGANIC RELATIONSHIP BETWEEN THE TRAINING CENTRES AND THE FIELD :

Considerable importance is attached to the Village work experience of the trainees during the six months course on Extension. It is only under actual village conditions that the trainee must learn to apply the skills that he learns at the Training Institution. In order to provide this essential contin uity to training at the institution and to make the training programme realistic its integration with the administration of N.E.S. Blocks located around the training centres is called for. Experience gained so far, indicates that for this effective co-ordination of training with village work, it is desirable to put the Principal in over all charge of the N.E.S. Blocks around the Training Centres. This is recommended for adoption by the State Governments. He may be given an Asst. B.D.O. to help him in dealing with routine duties of the Block.

C. General :

1. In view of the fact that the N.E S. is our accepted permanent pattern of administration and that "extension work" is a continuous process, it is important that Extension Training also be established on a permanent footing. If the Village Level Workers and other extension workers are to make a really effective constribution in developing the countryside, they must be properly trained. The objective should be to have Extension Workers as well trained as possible in broad fundamentals during their pre-service training and subsequently, during their field careers, they should be given in-service training at regular intervals. Transmission of know-how for specific jobs or problems should be the main task of such inservice training. Also the need for replacements either due to weeding, transfers or retirement will demand training of the new entrants. For all these purposes of a continuing character, it is now desirable that the possibility of giving a permanent shape to the training institutions, be considered. This alone can provide necessary atmosphere for selfless and devoted work on the part of qualified instructors.

2. As envisaged in the National Extension Service Scheme the entire country is to be covered with the N.E.S. Blocks before the end of the Second Plan Period. It is expected 3,800 N.E.S. Blocks will be taken up and will require the services of 38,000 trained Village Level Workers. Keeping this in view the requirements of the additional training facilities of each State were examined at length and definite proposals for the establishment of Training Centres made as early as April 1955. This was further discussed with the State Governments and they were requested to forward concrete schemes in order that trained Village Level Workers are available for the new blocks to be stated during the II Plan Period. Many of the State Governments have not forwarded their schemes so far resulting in unnecessary delay. This may, therefore, be given top priority and steps taken to start the institutions required.

3. Administrative control of the Training vests mostly in the Development Commissioners. In view of the expanding training programme during the II Plan Period the need for closer supervision of the training centres is great. The State Governments may consider the possibility of setting up an organization for this purpose. It will also be desirable to actively associate the Heads of the State Technical Departments with the training programme.

D. Inservice Training Programmes :

(i) Seminars : In addition to the seminars sponsored by the C.P.A. or the State Governments in which the Principals of the Training Centres take part, two conferences of the Principals and others connected with the training programme have so far been organised by the Directorate of Extension and Training. A third conference is proposed to be held at Simla during the early part of June 1956. It is however, considered necessary that in addition to the Principals and Superintendents of Extension Training Centres/Basic Agricultural Schools, some selected Instructors from the Training Centres should also be given an opportunity to attend these seminars. It is, therefore, proposed that two or three such seminars should be organised on a regional basis and the State Governments should depute their representatives to attend the Seminars.

(ii) Study tours : There is a comprehensive scheme of study tours for the field staff of Community Development and N.E.S. Blocks. It is proposed that similar study tours of progressive training centres involving both inter and intra State visits should be undertaken by the staff of the Training Centres. This would bring a definite improvement in the working of the Training Centres and is commended for adoption.

(iii) Refresher courses : During the last Development Commissioners conference it was recommended that arrangements should be made for regular periodical refresher courses. There is a proposal to organise Refresher courses for 40,000 out of a total of 50,000 Village Level Workers, 7,500 out of

15,000 Group Level Workers and 1,000 instructors during the II Five Year Plan Period. The courses will be organized at the Training Centres and will run for 15 days in case of Group Level Workers and one month for Village Level Workers. The courses for Instructors will be organized in Technical Colleges and will be of a duration of about 15 days.

Observations of Sub-Committee No. VII

Items I (iii) Evaluation Report
V (a) to
V (e) People's Programme

(Item No. I (iii)—Evaluation Report).

As the Evaluation Report was received by the members of the Committee only a few days ago and could not be studied by them the Committee felt that a discussion of the contents of the Report even in a general way would be hardly fruitful. The Committee suggest that the Project Evaluation Organisation should make these reports available at least a fortnight before the Development Commissioners' Conference so that the members can come prepared to discuss the Report.

In order to ensure that these evaluation reports continue to prove helpful to the workers in the field it is suggested that recommendations should be obtained from the Development Commissioners and other workers from the field in regard to special studies and new directions in which evaluation should be undertaken. These recommendations may be scrutinised first by a standing committee of a few Development Commissioners and then passed on to the Planning Commission through C.P.A.

Item No. V (a) — Steps to change over to a people's programme with Government participation.

From the discussions in the Sub-Committee it was found that there were no insuperable difficulties in carrying out the recommendation of the Simla Conference that a sum up to a limit of Rs. 2,000/- should be placed at the disposal of Panchayats for programmes to be planned as well as executed by them. In most States the Panchayats are already intimately connected with the formulation of the plans of their areas. These plans are consolidated into the block programme and after they receive the approval of the Block Advisory Committee the execution of individual schemes are entrusted, as far as possible, to the Panchayats. It was felt that this arrangement does bring the Panchayats substantially into the process of planning and implementation of the programme of local works relating to their area. However, the Committee repeats the recommendations of the Simla Conference as worthy of implementation as soon as possible. It should not be difficult to place at the disposal of Panchayats a specified amount up to a limit of Rs. 2,000/- for expenditure on approved items of work of a developmental nature which they should be able to draw on satisfying the Project Authorities that work of requisite value with people's contribution raised up to the requisite amount has been done.

Item No. V (b) — People's Programme—Development of village institutions and other local self-governing institutions.

The Committee are in entire agreement with the main point brought out in the Memorandum that intensive effort should now be made, through strong and competent organisations formed at each level from the Centre going right down to the Block, for the proper development of Panchayats and intermediate local authorities as more and more reliance has to be placed on these institutions for the furtherance of the community development programme and the ultimate guarantee of the permanence of the movement would largely depend on how well these villages and intermediate local authorities are established and made into efficient people's organisations for carrying through their own programme of welfare.

The Committee agree with the suggestion contained in paragraph 7 of the Memorandum. It is essential that at the State level the responsibility for developing the Panchayats should vest in the same organisation as is responsible for the developmental programme. The details of the organisation for developing the Panchayats which will answer to these primary requirements can be determined by each State for itself.

While agreeing with paragraph 8 of the Memorandum the Committee suggest a slight modification in the wording of the second sentence. Instead of saying that the executive authority should vest in the Secretary of the Panchayat it should be said that the executive authority would be exercised by the Secretary.

As regards the point raised in paragraph 10 of the Memorandum the Committee was of the opinion that keeping in view the ultimate shape which the extension organisation should acquire, namely, to be primarily an extension and advisory agency, it would be in advisable at this stage to entrust to the V.L.W. the administrative and tax collecting functions which will devolve on him if he made also the Panchayat Secretary.

The Committee agree with the suggestion contained in paragraph 11 of the Memorandum with the additions of the following items :—

(i) Promotion of small savings.

(ii) Full employment.

(iii) Prevention of wasteful expenditure on social and religious rites.

While agreeing with paragraph 13 the Committee suggest that the Panchayats may also be "given agency" functions, to discharge, on which they should be given a small commission but in respect of which they should not be required to find any matching resources of their own.

In regard to the question raised in paragraph 16 of the Memorandum the committee was of the opinion that it is a question that required a detailed study by a specially selected body of persons.

Item No V (c) — Vitalisation of Project Advisory Committees/ Block Advisory Committees etc.

The composition of the Block Advisory Committee suggested in paragraph 2 of the Memorandum was agreed to, but the need for bringing in representatives from certain other fields was also recognised. Where local bodies functioning below the level of the Panchayats, such as Gram Sabhas in Uttar Pradesh, exist they should also have their representatives in the Block Advisory Committee. The Committee was of the view that the disadventages that arise from having a somewhat unwieldy Block Advisory Committee are outweighed by the advantages which arise from a fuller representation of all the village institutions and other interests in these advisory committees. Reference was made to the complaints by Members of the Lok Sabha that they do not always get timely notice of the meetings of the Block Advisory Committees. It was suggested that there should be an annual meeting, the date for which should be fixed sufficiently in advance and intimated to all members, at which the annual programme of work should be considered and also as many important items as are not of an emergent nature. This annual meeting should be followed by another meeting after six months, the date for which should also be fixed sufficiently in advance, wherein the progress of work should be reviewed. This procedure should enable Members of the Lok Sabha to participate at least in two important meetings of the Block Advisory Committee in a year.

The Committee refrained from dealing with the suggestion regarding the composition of the District Planning/Advisory/Development Committees, State Planning/Advisory/Development Committees and Central Advisory Committee as these committees deal with the entire Five-Year Plan and are not directly concerned with the Community Development and NES Programmes.

Item No. V (d) and (e)—Non-official organisations and Complementary Programmes.

The Committee felt that with the increasing tempo of development work there would be ample room for the non-official organisations to function side by side with the official organisation. At the same time it has to be recognised that in a Welfare State which has accepted the evolving of a socialistic pattern of society as its goal, the sphere of welfare activity for the State itself would be ever expanding. Still in view of the Committee it is neither necessary nor would it be altogether helpful to try to define at this stage the area of work which should be set apart for non-official organisations. For the present greater attention should be paid to close collaboration with the existing non-official organisations working in the field of development and welfare.

Observations of Sub-Committee No. VIII.

Item Nos. VI (a) to
VI (e) — Administration
VII (e) — Small Savings
II (g) — Supplies

Item VI (a)—Assisting the growth of Technical Departments :

The Committee was in agreement with the notes circulated by the C.P.A. subject to the following remarks :—

The Committee wish to emphasise that the system under the National Extension Service, whereby an administrator acts as a coordinator of the work of technical officers at various levels, should be maintained. But, while the administrator continues as the leader of the team of the departments at his level, for instance the B.D.O. at the block level, it is important that the technical officers should not feel a sense of frustration. The responsibility for execution of schemes should be with the technical officers and that for planning should continue with the administrative officers with the assistance, of course, of the technical officers under the N.E.S. schemes. The Administrative officer relieves the technical officer of his administrative functions, so that he can concentrate more on technical work, but it is important that the administrator should treat the technical officer as his colleague rather than as a subordinate.

2 (b)—As the number of NES blocks increases the number of technical officers at the block level will correspondingly increase. It will, therefore, be necessary to strengthen the supervisory personnel the technicalin departments at the sub-divisional, district, and State levels. The Committee wish to emphasise that the strengthening of the personnel should not only be quantitive but also qualitative. In other words, the quality of the higher supervisory personnel may also have to be improved.

3. **Delegation of powers** :—The Committee noted that while most of the States had delegated large powers to the Development Commissioner and his field staff in regard to the CP and NES programme, there has been no corresponding increase in the delegations in the various development departments in the execution of schemes pertaining to the Five-Year Plan, with the result that the execution of schemes tend to get delayed. In the Second Five-Year-Plan there are a large number of schemes of the various departments which have to be executed in the CP and NES areas in coordination with the CD programme. It is essential that there should be a suitable delegation of powers to the respective departments concerned, so that these schemes do not lag behind the schemes implemented with CP funds. The development departments would no doubt consult the CP and NES officers at various levels before finalising their schemes in these

areas, so that the necessary coordination can be brought about. It was, however, emphasised that the CD and NES funds would still be administered by the B.D.O., the Collector, and the Development Commissioner.

Item VI (b)—Delimitation of block boundaries :

The Committee noted that after the delimitation of block boundaries in the States the actual number of blocks for some States may be less than the number of blocks to which the States would be entitled on the criterion adopted by the C.P.A. As the block boundaries should not cut across the administrative boundaries it may be necessary sometimes to have blocks with some what larger population with a consequent reduction in the total number of blocks for the State. The Committee feels that in cases where the population of the block is somewhat large, e. g. about 1,00,000 the block may be considered as equivalent to 2 blocks, though it may be administered as a single unit. Where, however, the population is less, it should be considered as only one block, even though the population exceeds 66,000.

The Committee noted that some of the blocks now in operation are cutting across administrative boundaries. The question of their administration in the post intensive period was examined by the Committee. The Committee felt that in such cases it may be possible to allot a new NES block adjacent to this block and tag on some of the villages of the old block to the new block so that the block boundaries will conform to the administrative boundaries. The Committee recognised that this would mean that certain villages will have the advantage of a longer period of intensive development. The Committee, however, felt that the Block Advisory Committees will no doubt bear this in mind in drawing up the overall programme for the new block.

The Committee noted that some of the Community Projects which will be completing their term by September, 1956, will have to be split up into a larger number of NES blocks than their national equivalent. For instance, some of the large projects may have to be broken up into 5 or 6 NES blocks and the CPA should allow this.

The Committee noted that certain sparsely populated States like Vindhya Pradesh where big towns with population ranging from 30,000 to 1,00,000 are few and scheduled tribes and scheduled castes predominate in certain areas, may have to be given a larger number of blocks than they are

Item VI (c)—Administrative Coordination :

The Committee was in general agreement with the CPA note sub to the following observation :—

While the Sub Divisional Officer should be given responsibility for the execution of the programme, nothing should be done to detract the overall responsibility of the Collector for the programme.

Item IV (d)—Administration—Efficiency Rewards as incentives:

The Committee considered that the recommendations made at the last Development Commissoners' Conference regarding incentives should be implemented in the States where they have not been done so far.

Item VI (e)—Administration—Field Suppervision of Programme:

The Committee felt that with the expansion of the programme there should be adequate field supervision. This may be done by—

(1) appointment of field deputies having jurisdiction over a few districts;

(2) the regular inspection of block offices by the S.D.O. and the Collector;

(3) inspection of accounts by internal audit parties attached to the Development Commissioner.

The object of these inspections should be to guide the officers and not merely find fault with their work. Some proformas in the form of questionnaire would be required, but the exact form of the questionnaire would vary from State to State.

Item VII (e)—Small Savings:

The Committee suggested the following measures for promoting the small savings movement in CP and NES areas:—

1. Sub-Committees of Block Advisory Committees may be constituted specially for the small savings movement and suitable non-officials may be coopted to these sub-committees.
2. In most States there are district savings committees. These district savings committees may be considered to be sub-committees of the district planning committees in order that there may be an effective liaison between the savings movement and the planning organisation.
3. With a view to facilitate the issue of savings certificates, it is necssary that at least one post office savings bank should be opened in every block.
4. The village level workers should be given some training so that they can explain the aims and objects of small savings movement to the villagers. This can be conveniently done by giving them one or two lectures at the extension training centre or at block headquarters for those already in service. These talks could be

conveniently given by the officers of the National Savings Movement.

5. The audio-visual equipment available in the block could be used for giving publicity to the savings movement.
6. The Block Development Officers should also be asked to include in their quarterly progress reports the amount of investment in small savings in their blocks. This information could be easily gathered from the post offices dealing with the National Savings certificates in the blocks.

Item II (g)—Supplies—End use of Equipment:

The Committee was in general agreement with the suggestions of the C.P.A. regarding the use and maintenance of equipment. They wished, however, to point out that it may not be possible to entrust the entire equipment received under the CD programme to the Agricultural Engineering Department. While the Agricultural Engineering Department would be the most suitable for agricultural equipment, the maintenance of other equipment should be taken up by the respective technical departments.

OBSERVATIONS OF SUB-COMMITTEE IX .

Item IV (b) (iii)—Apprenticeship programme for College Students.

The various questions relating to the implementation of the scheme of apprenticeship programme for college students were considered and it was felt that there was no particular difficulty experienced so far. In regard to the constitution of the Executive Committees and selection of students, the Sub-Committee is of opinion that as the matter primarily pertains to the Education Department the Development Commissioner may entrust this work to that department, if necessary.

Item VI (f)—Administrative Intelligence :

The main recommendations and conclusions of the Seminar on Administrative Intelligence held in Calcutta from March 19 to 24, 1956 were carefully considered by the Sub-Committee and generally endorsed. In regard to item II i.e. the V.L.W's records and registers, the Sub-Committee is of opinion that the Programme Evaluation Organisation should also consider the forms and registers adopted by the Government of Uttar Pradesh, and as circulated in the Sub-Committee, while revising the existing forms prescribed for the V.L.Ws. It was further agreed that pending the reports and recommendations of the two Expert Committees set up to go into the details of the Block Survey Report and fixation of targets etc., the existing practice in regard to these items, namely, the preparation of the Block Survey Reports and Assessment of achievements in terms of the key Indicators of progress should continue. With regard to the remaining item i.e. the quarterly progress reports, the recommendations of the Calcutta Seminar should be implemented with immediate effect.

Item VII (b)—Research on Community Development :

The question of research on Community Development was discussed at length and the Sub-Committee fully endorsed the idea of field research and experiments being conducted by agencies other than the official agencies. The Sub-Committee also endorsed the suggestions of the C.P.A. regarding the setting up of a small Standing Committee for the purpose of providing top direction and guidance to such research programme. The suggestions regarding the fields of research and arrangements for carrying out of such research, as stated in the C.P.A's note on Association of Universities etc., were also considered and generally agreed to. The two alternatives which the Sub-Committee felt could perhaps be tried are indicated below :—

(i) The Universities and/or other suitable non-official institutions can be entrusted with the task of actually managing some Development Block.

(ii) The Universities and/or other suitable institutions may be closely associated with the working of a Development Block without their

assumption of any direct responsibility. Their association may take the form of representation in the Block Advisory Committees and/or actual implementation of certain aspects of the programme for which they are specially equipped, e.g. Agriculture, Health and Sanitation, Education etc.

Item VII (c)—Sample Surveys :

The Chief Director of National Sample Survey pointed out that difficulties were experienced at the field level in conducting crop cutting surveys in Community Projects and N.E.S. Blocks through the V.L.Ws because, in a number of cases, they had not yet been supplied the necessary equipment required for the purpose. He also thought that the Block Development Officers and V.L.Ws were, in many cases, not taking as much interest as they ought to looking to the importance of the work. The Sub-Committee thinks that the Development Commissioner should issue immediate directives to the Block Development Officers in this matter so that more interest may be taken by them and the V.L.Ws in the work of crop estimation survey.

At present the N.S.S. was, in most of the States, working directly through the Block Development Officers. It was pointed out by certain Directors of the States Statistical Bureaus that they were not kept in the picture by the N.S.S. The Sub-Committee recommends that the N.S.S. while working in collaboration with the Department concerned in the State, should in any case keep the State Statistical Bureau informed of the progress of the work at all stages.

Certain other difficulties were also discussed and it was felt that unless some checks were provided at the time of weighment of produce and certain guidance was afforded to the V.L.Ws in the methods of sampling, the results were in many cases likely to be somewhat inaccurate. It is, therefore, suggested that the actual weighment of produce should be conducted by the V.L.Ws in the presence of a group of cultivators of that village including a few members of panchayats, if possible. The difficulty about proper guidance was likely to be solved by the appointment of a Progress Assistant at the Block level as proposed by the C.P.A. in the revised staffing pattern of the N.E.S. and C.D. Blocks.

The details of the other two surveys, namely, Employment and Unemployment survey, and survey of Village and Cottage Industries in 26 pilot projects, were noted and the Sub-Committee felt that such surveys would be very useful.

Observations of Sub-Committee No. X.

Item No. II[Programme for Tribal Areas.

I. The Committee considered in detail the programme of work that should be recommended for the Special Multi-purpose Projects being initiated in the Tribal and Scheduled Areas by the Home Ministry in cooperation with the Community Projects Administration.

They were given to understand that these Projects would have at their disposal Rs. 27 lakhs (Rs. 12 lakhs according to the revised C.D. pattern *plus* Rs. 15 lakhs from the Home Ministry) per Project except in the case of Assam where the budget would be Rs. 10 lakhs more per Project. These Projects would start functioning immediately and would go on for five years—that is, upto the end of the Second Plan Period.

The Committee make the following recommendations regarding the normal pattern for these Special Multi-purpose Projects :—

(1) The normal coverage should be the same as that under an N.E.S. Block in the Tribal and Scheduled Areas—that is to say, an average of about 25,000 persons in an area of about 200 sq. miles or so.

(2) The Block selected for the Special Multi-purpose Project in a Tribal or Scheduled Area should coincide with one of the N.E.S. Blocks which has started functioning from the 1st April 1956 or one of the prospective N.E.S. Blocks marked out under the delimitation now being taken up in the States.

(3) The personnel of a Special Multi-purpose Project should consist of :—

(i) the staff provided in a normal C.D. Block budget.

plus (ii) such additional staff as will be required in fields like soil conservation, communications, public health, etc., where additional programmes will be taken up.

The staff pattern is indicated in the Statement attached (Annexure I). The officer-in-charge of the Project should be selected from the Civil Service of the State—that is, of the rank of Deputy Collector or equivalent.

(4) The content of the programme should be as suggested in the Statement attached. Apart from Agriculture and Animal Husbandry, special weightage is sought to be given to subjects like Soil Conservation (including measures for inducing the tribals to take to settled cultivation), Communications, rural housing, Rural Arts & Crafts, Co-operation, etc.

The budget drawn up is meant to be only a pattern for guidance; it is flexible and the State Governments should have the power to alter the allocations *inter se* (so long as the separate ceilings under "loan" and "other than loan" are not exceeded), taking into account the special needs of the area concerned.

(5) The equipment required for a Special Multi-purpose Project should be the same as for a C.D. Block *plus* a Mobile Health Van (or a jeep station wagon suitably converted).

(6) As comparatively much larger working funds would be available for expenditure in the Special Multi-purpose Projects, the Committee considered it of great importance to ensure that nothing is done in these Projects which would have a tendency to rob the tribal people of that self-reliance and local initiative which would be expected of their neighbours in the surrounding N.E.S. and C.D. Blocks.

In particular, it is recommended that as regards the classification of the funds under "loan" and "other than loan" heads and the quanta of people's contribution expected in the several items of work, the guiding principles in a Special Multi-purpose Project should be the same as those under the general pattern of a C.D. Block for the Tribal and Scheduled Areas.

(7) The Development Commissioner, should be responsible for the implementation of the Special Multi-purpose Projects; the Departments concerned will, under his leadership, draw up and implement the programme in collaboration with the local people on the same lines as is being done now under the Community Development Programme.

II. **Location** :

As regards location of these Special Multi-purpose Projects members of the Committee were not in a position to give any views without consulting their respective State Governments.

ANNEXURE I.

Estimated Expenditure on a Special Multi-purpose Project for a period of five years.

(This pattern is for guidance only and may be varied to suit local conditions so long as the ceilings under "loan" and "other than loan" are not exceeded).

(Figures in lakhs of Rupees)

Heads	Total	Loan	Other than Loan	Remarks
I. Project Headquarters				
(a) Personnel ** ...	4.50	...	4.50	
(b) Transport, equipment, furniture, etc. ...	1.00	...	1.00	Includes a Mobile Health Van.
(c) Office and Staff quarters. ...	1.50	1.50	...	
II. Animal Husbandry and Agricultural Extension. (including demonstration equipment, key villages, poultry development, etc.) ...	1.50	...	1.50	
III. Irrigation, Reclamation, and Soil Conservation. (including incentives for settled cultivation) ...	4.00	(?)	(?)	(?) To be decided as in C.D. Block for tribal areas.
IV. Health and Rural Sanitation. (including drinking water supply) ...	2.00	...	2.00	
V. Education. ...	0.75	...	0.75	
VI. Social Education. ...	0.75	...	0.75	
VII. Communications. ...	4.00	...	4.00	
VIII. Rural Arts and Crafts. ...	2.00	...	2.00	
IX. Co-operation. (including grain golas, debt redemption, etc.) ...	2.00	(?)	(?)	(?) To be decided as in C.D. Block for tribal areas.
X. Rural Housing. ...	2.50	(?)	(?)	do
XI. Miscellaneous. (including survey, research, etc.) ...	0.50	...	0.50	
Total ...	27.00	(?)	(?)	

(Annexure I—Contd.)

** The Personnel will consist of —

(i) the staff provided in a normal C. D. Block budget (but for 5 years) Rs. 3.35 lakhs

Plus

(ii) the additional personnel indicated below. Rs. 0.97 lakh

(1	Assistant Engineer	@ Rs. 300/- p.m.	
1	Engineering Overseer.	@ Rs. 200/- p.m.	
1	Medical Officer	@ Rs. 300/- p.m.	(For mobile Health Unit)
1	Compounder	@ Rs. 100/- p.m.	(For mobile Health Unit)
2	Mid-wives	@ Rs. 90/- p.m. each	
1	Extension Officer (Soil Conservation)	@ Rs. 200/- p.m.	
1	Head Clerk	@ Rs. 150/- p.m.	
2	Class IV employees	@ Rs. 50/- p.m. each	
1	Driver	@ Rs. 90/- p.m.	
	Total	Rs. 1,620/- p.m. x 12 x 5	

(iii) T. A., recurring expenditure such as petrol, stationery, postage, contingencies, etc., etc., @ Rs. 300/- p.m. Rs. 0.18 lakh

Total Rs. 4.50 lakhs

SUMMARY RECORD

OF

FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE

ON

COMMUNITY PROJCETS

HELD AT NAINITAL

(5th to 7th May, 1956)

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